

# The State of Juvenile Justice

## *Issues and Priorities for Missouri's Juvenile Justice System 1995 - 1998*

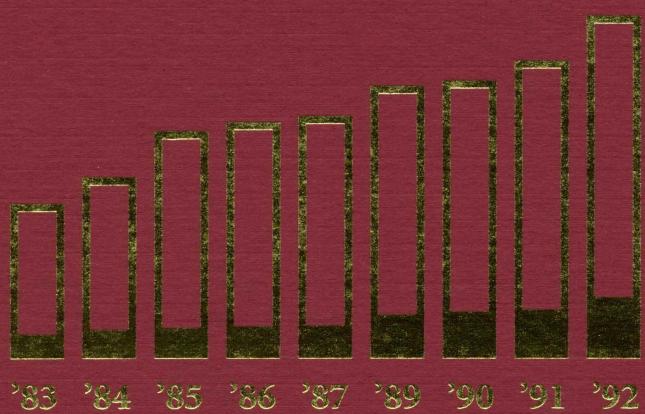
ST. LOUIS COUNTY LIBRARY  
MISSOURI DEPOSITORY

MAY 02 1994

Juvenile Court Referrals

Law Violations

1983-1992



All Referrals

Violent Offenses

*Missouri Department of Public Safety  
& the State Juvenile Justice Advisory Group*

# THE STATE OF JUVENILE JUSTICE

ISSUES AND PRIORITIES FOR  
MISSOURI'S JUVENILE JUSTICE SYSTEM  
1994

MISSOURI DEPARTMENT OF PUBLIC SAFETY  
AND  
MISSOURI JUVENILE JUSTICE ADVISORY GROUP

Truman State Office Building, Room 870  
P.O. Box 749  
Jefferson City, MO 65102  
314/751-4905

Funds for the printing of this document were provided by the Missouri Juvenile Justice Advisory Group. These funds were made available by the Office of Juvenile Justice and Delinquency Prevention in accordance with the Juvenile Justice and Delinquency Prevention Act of 1974. The points of view or opinions in this document do not necessarily represent the views or opinions of the Office of Juvenile Justice or the U.S. Department of Justice.

**Table  
of  
Contents**

<b>1</b>	<b>Overview of Missouri's Juvenile Justice System</b> <i>Juvenile Court - Law Enforcement - Division of Family Services - Division of Youth Services</i> <i>Department of Elementary &amp; Secondary Education</i> <i>Department of Mental Health - Public/Private Partnerships - Private Care Providers and Youth Organizations</i>	<b>1-24</b>
<b>2</b>	<b>Census and Demographic Portrait of Missouri's At-Risk Youth Population</b>	<b>25-52</b>
<b>3</b>	<b>Juvenile Crime Analysis</b> <i>Part I - Referrals</i> <i>Part II - Pre-Hearing Placements</i> <i>Part III - Dispositions</i>	<b>53-96</b>
<b>4</b>	<b>Serious and Violent Juvenile Offenders</b> <i>Juvenile Court Referral Data</i> <i>Research Findings</i> <i>Census &amp; Demographic Data on At-Risk Youth</i> <i>National Criminal Victimization &amp; Youth Population Data - National Violent Crime Rates</i>	<b>97-143</b>
<b>5</b>	<b>Gangs in Missouri</b> <i>Current Trends and Status of Gang Activity in Missouri</i>	<b>145-150</b>
<b>6</b>	<b>Perceptions of Gender Bias in Juvenile Law</b>	<b>151-164</b>

## **Three-Year Program Plan**

*Minority Youth Issues*

*Delinquency Prevention Programs*

*Serious and Violent Juvenile Offenders*

*Gender Specific Programming for Juvenile*

*Female Offenders*

*Training, Technical Assistance, and*

*Compliance Monitoring*

**7**

---

165-190

## **Plan for Compliance with the Juvenile Justice and Delinquency Prevention Act**

**8**

---

191-192

## **Acknowledgements**

**9**

---

193

## **Appendix**

*Statewide Juvenile Information System Reporting Form*

*Percent of All Juvenile Court Referrals Processed Formally*

*by Circuit 1990 & 1992*

*County by County Population Projection for Year 2000*

*1993 Division of Youth Services Commitment Data*

**10**

## LIST OF ILLUSTRATIONS

### SECTION 1

Figure 1	Missouri's 45 Judicial Circuits .....	1
Figure 2	Missouri's Juvenile Detention & Secure Residential Facilities .....	4

### SECTION 2

Missouri's National Ranking in Key Child Welfare Indicators .....	45
Missouri's Juvenile Age Population by Gender & Race for Each County .....	50
Table 1 Total Child Deaths Age 0-14 by Causes .....	46
Table 2 Substantiated Child Abuse/Neglect Deaths by Cause .....	47
Table 3 Rate of CA/N Deaths by Race .....	48
Table 4 Rate of CA/N Deaths by Age .....	49

### SECTION 3

Figure 1 Missouri Juvenile Court Referrals .....	54
Figure 1a Juvenile Court Referrals for Law Violations 1983-1992 .....	55
Figure 2 Source of Referral, 1986-1992 .....	56
Figure 3 Distribution of Gender & Race Among All Referrals .....	57
Figure 4 Type of Violent Offenses Committed .....	58
Figure 4a Juvenile Perpetrated Homicides, 1983-1992 .....	59
Figure 5 Distribution of Gender & Race Among Referrals for Violence .....	60
Figure 5a Juvenile Court Referrals for Violent Offenses .....	61
Figure 6 Types of Non-Violent Referrals .....	62
Figure 7 Distribution of Gender & Race Among Non-Violent Referrals .....	63
Figure 8 Type of Status Offenses .....	64
Figure 9 Distribution of Gender & Race Among Referrals for Status Violations .....	65
Figure 10 Pre-Hearing Placements, 1990-1992 .....	71
Figure 11 Type of Pre-Hearing Placements, 1986-1989 .....	72
Figure 12 Judicial Circuit Detention Rates, 1990-1992 .....	73

Figure 13	Non-Secure Pre-Hearing Placement Rates by Race & Gender .....	74
Figure 13a	Non-Secure Pre-Hearing Placement Rates by Race & Gender, 1989-1992 .....	74
Figure 14	Secure Pre-Hearing Placement Rates by Race & Gender .....	75
Figure 14a	Secure Detention Placement Rates by Race & Gender, 1989-1992 .....	75
Figure 15	Detention by Status Violation .....	76
Figure 16	Type of Disposition .....	85
Figure 17	Type of Out-of-Home Placements .....	90
Figure 18	Distribution of Race & Gender Among Out-of-Home Placements .....	91
Figure 19	Commitments to Department of Youth Services .....	93
Figure 20	Juveniles Waived for Adult Prosecution, 1983-1992 ..	94
Figure 21	Waivers by Offense Type .....	94
Table 1	Characteristics of Referrals by Offense Type .....	67
Table 2	Detention Rates by Violation Type and Demographic Characteristics .....	78
Table 3	Length of Pre-Hearing Placements by Violation Type & Demographic Characteristics .....	81
Table 4	Percent of Referrals Processed Formally by Type of Case .....	86
Table 5	Percent of Referrals Processed Informally by Type of Case .....	88
Table 6	Commitments to DYS by Circuit .....	92
Table 7	Average Length of Stay by Facility .....	93
Table 8	Juveniles Waived for Adult Prosecution by Race & Gender and Prior Referrals .....	95
Table 9	Juveniles Waived for Adult Prosecution by Circuit .....	95

#### SECTION 4

Figure 1	Total Annual Referrals, 1983-1990 .....	99
Figure 2	Annual Proportions of Referrals for Violence by Sex .....	100
Figure 3	Annual Proportions of Referrals for Violence by Race .....	100
Figure 4	Annual Number of Homicide Referrals by Sex .....	101
Figure 5	Annual Number of Homicide Referrals by Race .....	101

Figure 6	Annual Proportions of Referrals for Assault by Sex .....	102
Figure 7	Annual Proportions of Referrals for Assault by Race .....	102
Figure 8	Annual Proportion of Referrals for Sexual Assault by Sex .....	103
Figure 9	Annual Proportion of Referrals for Sexual Assault by Race .....	103
Figure 10	Annual Proportions of Referrals for Theft by Sex .....	104
Figure 11	Annual Proportions of Referrals for Theft by Race .....	104
Figure 12	Annual Proportions of Referrals for Property Damage by Sex .....	105
Figure 13	Annual Proportions of Referrals for Property Damage by Race .....	105
Figure 14	Annual Proportions of Referrals for Burglary by Sex .....	106
Figure 15	Annual Proportions of Referrals for Burglary by Race .....	106
Table 1	Serious & Violent Youth Offender Survey .....	117
Table 2	Is Juvenile Involved Violence a Problem .....	118
Table 3	Changes in Juvenile Related Violence .....	119
Table 4	Why Violence by Juveniles Has Changed .....	120
Table 5	Programs/Policies Utilized by the School .....	120
Table 6	Top Six Law Enforcement Responses .....	121
Table 7	Top Four Juvenile Court Responses .....	121
Table 8	Certification of Juveniles to Adult Court .....	122
Table 9	Juvenile Cases Transferred to Adult Court .....	108
Table 11	Commitments to the Custody of the Div. of Youth Services .....	109
Table 12	Youth Referred for Out-of-Home Services .....	109

## SECTION 6

Figure 1	Judges Always or Usually Have Negative Attitudes Toward Juvenile Law .....	152
Figure 2	In Two Parent Households, Juvenile Court Always or Usually Places Parental Responsibility Equally upon the Mother and Father in A Child .....	154
Figure 3	Judges Always or Usually View Promiscuity as a More Serious Matter For Girls than Boys .....	156

Figure 4 Judges Seldom or Never Impose Disposition Orders More Often When the Child Lives Only With His or Her Mother .....	159
---	-----

## SECTION 7

Percent of Referrals by Race Compared to Percent of Total Population by Race .....	165
---	-----

## APPENDIX

- A Statewide Juvenile Information System Reporting Form
- B Percent of All Juvenile Court Referrals Processed Formally By Circuit 1990 & 1992
- C County By County Population Projection For Year 2000
- D Missouri Division of Youth Services Commitment Data

## PREFACE

***THE STATE OF JUVENILE JUSTICE*** is the third edition of the Missouri Department of Public Safety and the Missouri Juvenile Justice Advisory Group's plan for the implementation and expenditure of federal Juvenile Justice and Delinquency Prevention Act funds. The State of Missouri receives funds annually from the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention as appropriated by Congress under the Juvenile Justice and Delinquency Prevention Act of 1974, As Amended.

This document is intended to provide not only information about plans for the expenditure of federal juvenile justice funds, but to provide a reference for information on the Missouri juvenile justice system, the status of Missouri's youth and families and trends in juvenile involved crime. Special sections of this edition of ***THE STATE OF JUVENILE JUSTICE*** examine gangs, serious and violent juvenile offenders and gender bias in juvenile law.

The issues and priorities described in this plan are the result of a careful review of the referral data from Missouri's juvenile courts, Department of Social Services, Department of Health, Office of Social and Economic Data Analysis, input from juvenile justice practitioners statewide, law enforcement, educators, special research and conference activities and the expertise of Missouri's Juvenile Justice Advisory Group. The 1994 plan highlights the need for special attention and services to minority youth who find themselves overrepresented in Missouri's juvenile court population. Other priority groups include juvenile female offenders and the serious and violent juvenile offender. A wide range of services are available for funding, but the emphasis will be on the development of programs that will seek to keep children in their communities and maintain and strengthen the family. Prevention and early intervention will continue to be a primary focus.

Missouri can be proud of many juvenile justice reforms and efforts that put us in a national leadership role. Missouri's juvenile justice community, in partnership with the State and Federal government, can continue to lead the way.

## MISSOURI DEPARTMENT OF PUBLIC SAFETY

Terry L. Knowles, Director  
Randy S. Thomas, Juvenile Justice Specialist  
Jeananne Markway, Secretary  
Linda Couglan, Public Information Officer

## MISSOURI JUVENILE JUSTICE ADVISORY GROUP

Frank Burcham, Chairman - Farmington  
Mandy Majidi-Afshar - St. Charles  
Judge Robert Barney - Dexter  
Curtis Cruesoe - St. Louis  
Tyrone Flowers - Kansas City  
Lt. Colonel Clarence Harmon - St. Louis  
Bill Heberle - Jefferson City  
Dr. Kimberly Kempf-Leonard - St. Louis  
Lynn Lyss - Clayton  
Judge Harold Lowenstein - Kansas City  
Chief Barry McKay - Hayti  
James Ottinger - Jefferson City  
Judge John Parrish - Camdenton/Springfield  
Clifford Sargeon - Kansas City  
Sue Schofield - Springfield  
Sue Schneider - St. Charles  
Katherine Shrago - Kansas City  
Bruce Smith - St. Louis  
Aaron Strobel - Jefferson City  
Gary J. Waint - Moberly

## MISSOURI JUVENILE JUSTICE ASSOCIATION

Jay Wood, Project Administrator  
Duane Voltmer, Federal Compliance Monitor  
Karen Strope, Juvenile Justice Planner  
Julie Cole, Executive Director

Missouri Department of Public Safety  
Office of the Director  
Truman State Office Building, Room 870  
P.O. Box 749  
Jefferson City, Missouri 65102-0749  
314/751-4905

---

## Section 1

# OVERVIEW OF MISSOURI'S JUVENILE JUSTICE SYSTEM

---

The juvenile justice system is a network of many organizations bound by their delivery of services to the youth of our communities. This section presents an overview of the various components of Missouri's system including their structure, mission, and relationship to one another. Missouri's system incorporates state and local, public and private, as well as direct and indirect service providers.

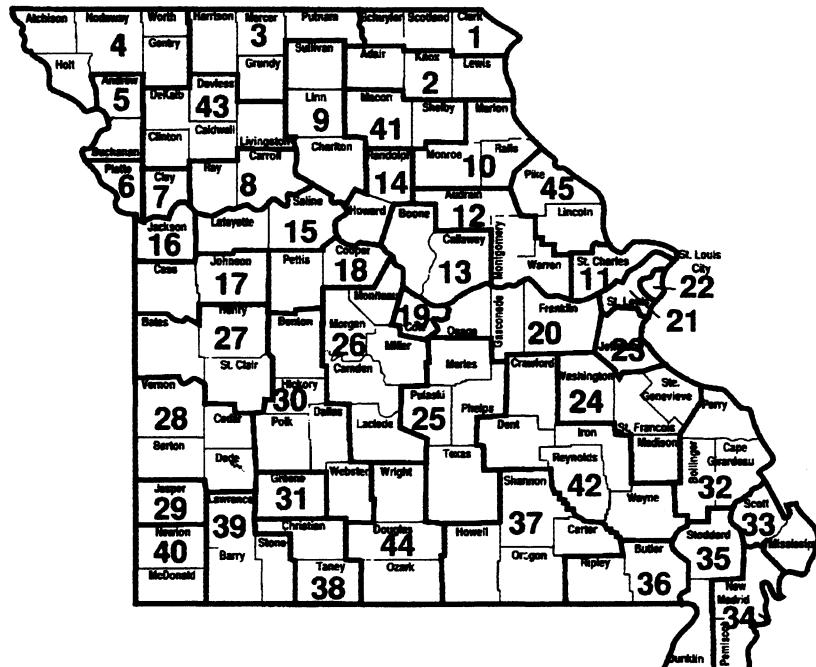
## JUVENILE COURT

### STRUCTURE

Missouri is characterized by forty five Judicial Circuit Juvenile Divisions encompassing one hundred fifteen counties (including the City of St. Louis). (See Figure 1) Circuit sizes range from one to five counties. At a minimum, each judicial circuit has a juvenile court judge, appointed by the circuit court, and a juvenile officer, appointed by the juvenile court. The salary of the juvenile officer in each circuit is assumed by the State of Missouri. Additional personnel, appointed by the juvenile court, are paid for by a mix of state and county funds. Program and operational expenses are also the responsibility of the local jurisdiction.

In 1993 the Missouri legislature passed provisions for the creation of a Family Court system in Missouri's first class counties.

**Figure 1**  
**MISSOURI'S 45 JUDICIAL CIRCUITS**



## AUTHORITY

The authority of the juvenile court is established by state statute and vested in Chapter 211 of Missouri Revised Statutes (also known as the "Juvenile Code"). Additional authority and guidance is provided by the Supreme Court of Missouri in its Rules of Practice and Procedure as outlined in rules 110 through 128. It should be noted here that the "modern" juvenile court is relatively young. Although it has its origins in the early 1900's the juvenile court, as we know it today with its own separate authority and procedures, did not emerge until the enactment of the 1957 Juvenile Code.

## MISSION

The mission of the juvenile court is clearly established in the opening statement of Chapter 211 RSMo.:

*The purpose of this chapter is to facilitate care, protection and discipline of children who come within the jurisdiction of the juvenile court. This chapter shall be liberally construed, therefore, to the end that each child coming within the jurisdiction of the juvenile court shall receive such care, guidance and control, preferably in his own home, as will conduce to the child's welfare and the best interests of the state and that when such child is removed from the control of his parents the court shall secure for him care as nearly as possible equivalent to that which should have been given him by them.*

## COORDINATION

In the State of Missouri, a child is defined in one of two ways. First, for purpose of establishing jurisdiction over youth committing law violations, or for purposes of alleging "status offense" violations, a child is defined as a person under seventeen years of age. For purposes of child abuse and neglect proceedings, a child is anyone under the age of eighteen years. The court exercises exclusive original jurisdiction over any child with the exception of certain 16 year old traffic offenders. As cited previously, the juvenile court has the responsibility to facilitate the care, protection and discipline of children. Primarily, children are referred to the juvenile court for one of the following reasons: child abuse and/or neglect (victim), status offender (incorrigible, injurious behavior, truant, runaway) or delinquency (criminal law violation).

Child abuse/neglect referrals require perhaps the greatest amount of coordination to effectively meet these children's needs. Child abuse/neglect reports may originate with the Missouri Division of Family Services, the juvenile court or law enforcement. Any or all of these agencies may need to be involved in the follow-up investigation; but sexual abuse and serious physical abuse and neglect should be handled by an investigative team that, at a minimum, includes DFS, juvenile court and law enforcement. When a child must be removed from his/her home the juvenile court should coordinate with the Division of Family Services to determine the most appropriate placement. Placements may include family members, DFS approved foster homes or private residential programs. Chapter 210 RSMo. forbids the prehearing placement of an abused or neglected child into a secure detention facility.

A major function of the juvenile court is to provide for the discipline of children who come within its jurisdiction. Status offenders and law violators fall into this category. However, this is not to infer that discipline is the only obligation that the courts have to these individuals. Care and protection must also be an element. These children are referred to the court through a variety of sources including law enforcement, family members, schools and the courts themselves.

The court must first determine the appropriateness of the referral. If the court determines that it has jurisdiction it must then assess the needs of the child and determine whether the child poses a risk to the community of him/herself. If the juvenile must be removed from his/her home, the juvenile court may direct the youth to be detained at a place designated for detention by the juvenile court. Missouri law and Rules of Court govern the use of detention. Detention facilities may be operated by the court or an outside agency or association, but in no instance may the court authorize detention at a jail or other adult lockups. Juvenile offenders must also be separated from adults at any point of custody by the police or juvenile officer. As of January 1, 1994, there were twenty-two court maintained juvenile detention facilities in operation. Several courts also maintain shelter programs or attendant care services for status offenders or abuse/neglect referrals.

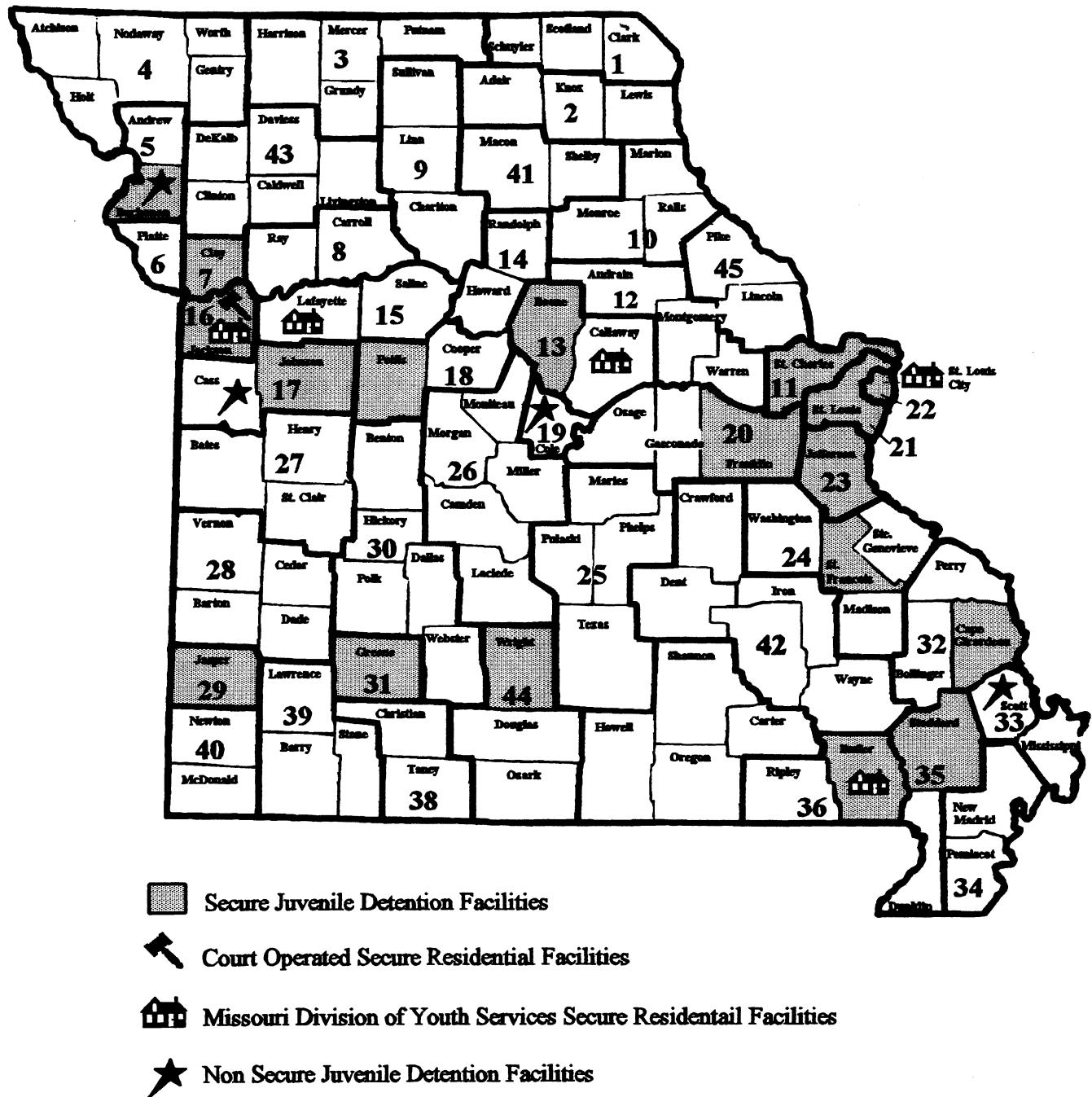
The operation of juvenile detention facilities is guided by STANDARDS outlined in Supreme Court Rule 111.03d and Chapter 211 RSMo. Chapter 211.011 states: "...when such child is removed from the control of his parents the court shall secure for him care as nearly as possible equivalent to that which should have been given him by them." If possible juveniles should be released to their parents or guardian. Some courts do operate conditional release programs such as in-home detention as an alternative to out-of-home confinement.

The next step in the process is to determine what court action will be taken. The juvenile officer has the option to file a petition with the juvenile court and have the case processed by the judge, or dispose of the case "informally" by the agreement of all parties. If the juvenile officer chooses to handle a case informally, the juvenile will likely receive a warning and dismissal, or informal supervision. Informal supervision may include limited probation services, restitution, community service or referral to another agency. Should the juvenile officer choose to file a petition, the court, at the adjudicatory hearing, may order a variety of dispositions. The juvenile may receive services in-home such as formal supervision (probation), restitution, community service, individual or family counseling, etc. The court may also order out-of-home services by transferring custody of the child to the custody of the Division of Youth Services, the Division of Family Services, the Department of Mental Health, the juvenile officer, private licensed child care agencies, individuals, or a member of the child's family. All custody orders are for an indeterminate period of time, but cannot exceed the juvenile's twenty-first birthday (eighteen for a DYS commitment).

Juvenile Courts have a need and a responsibility to develop relationships with every one of the components of the juvenile justice system. How courts maintain those relationships are most affected by the customs of the local jurisdiction, personal attitudes, beliefs and economic factors. Some courts have a multitude of staff and services while others have the bare minimum. Likewise, certain courts have developed a coordinated delivery of services with other organizations while others have little, none, and even strained relationships with other organizations.

## FIGURE 2

# MISSOURI'S JUVENILE DETENTION and SECURE RESIDENTIAL FACILITIES



# LAW ENFORCEMENT

## STRUCTURE

There are over six hundred and eighty law enforcement agencies in Missouri which employ peace officers commissioned to have powers of arrest under the general criminal laws of the State. These agencies include the following:

- City and municipal police departments
- County Sheriff's departments
- Missouri State Highway Patrol
- Missouri Department of Conservation
- Missouri State Fire Marshal
- Missouri Division of Liquor Control
- Missouri State Water Patrol
- Missouri Department of Transportation
- Jackson County Parks and Recreation
- Clay County Parks and Recreation
- Federal officers on federal military installations

All regularly employed peace officers are required by Chapter 590 of the Missouri Revised Statutes to complete a basic training course within one year of their employment as a peace officer. Effective August 28, 1996, the basic training certification will have to be completed prior to employment with a police agency. The Missouri Department of Public Safety has responsibility for setting training standards and certifying the appointment and training of all peace officers. The only exclusions to this requirement are for county sheriffs and political subdivisions and municipalities (other than first class chartered counties or municipalities therin) with populations less than two thousand or who employ less than five full-time nonelected paid peace officers.

The minimum hours of basic training varies by organizational structure with many jurisdictions requiring more than the minimum number of hours mandated by statute. With legislation passed in 1993, the minimum number of training hours for certification as an officer were increased. Effective August 28, 1994 all peace officers employed in the state of Missouri must complete 300 hours of basic training. In 1996, the minimum hours of basic training required for new officers will increase to 470 hours. Peace officers in the City of St. Louis and counties of the first class having a charter form of government are required to have a minimum of 600 hours of certified instruction. Municipalities in counties of the third class and third class counties, can by ordinance, decide to require a lesser number of training hours not to go below 120 hours.

## AUTHORITY

The authority of law enforcement is provided by Missouri Revised Statute. Counties are required by Chapter 57 RSMo. to elect a sheriff every four years. According to the classification of the county, deputy sheriffs are either appointed by the sheriff or the circuit court judges. Personnel expenses are paid out of county funds. Police departments are established according to city ordinance upon the approval of the voters. Personnel expenses are paid out of city funds. State law enforcement agencies are created by state statute and personnel are approved and funded by the state legislature.

## MISSION

The law enforcement code of ethics reads, "As a law enforcement officer, my fundamental duty is to serve mankind; to safeguard lives and property, to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the Constitutional rights of all men to liberty, equality and justice."

## COORDINATION

Coordination between the various state, county, and municipal law enforcement agencies is not only essential, but guided by state statutes. For example, sheriffs have full power to enforce state laws within any city, town, or village in the county. Sheriffs may have the authority to enforce municipal ordinances only after entering into a written agreement with the city, town, or village. State law enforcement agencies have limited jurisdiction within the counties but may be called upon to assist the sheriff or municipal police department.

Chapter 211 RSMo. requires law enforcement officials to assist and cooperate with juvenile officers. Larger law enforcement departments often have special juvenile divisions with one to several dozen officers assigned exclusively to this unit. Smaller departments typically are unable to provide for separate juvenile units. Law enforcement officers may take a juvenile into custody but must release the child to his/her parent/guardian, or take the child immediately before the juvenile officer or the person acting on his behalf. A juvenile officer must also be present during questioning of a child under criminal investigation. Juvenile officers are vested with all the power and authority of sheriffs to make arrests and perform other duties incident to his office. Coordination of responsibilities is left to each local jurisdiction. Generally, these responsibilities are accomplished through informal agreements and understandings. Some agencies have, however, established written policies and procedures.

Law enforcement also cooperates with other juvenile justice agencies in the performance of their duties. Because of their responsibility for criminal investigations, law enforcement agencies often work cooperatively with the Missouri Division of Family Services to investigate reports of child abuse/neglect. Law enforcement officials are mandated to report any suspicion of child abuse/neglect to the Division of Family Services. Law enforcement officers may take a child into protective custody when they believe the child to be in imminent danger of suffering serious physical harm or a threat to life.

The degree of coordination obviously depends on the communication between law enforcement and the several juvenile justice agencies. As usual, individual attitudes, expertise of personnel, and fiscal restraints also help to mold relationships.

# MISSOURI DIVISION OF FAMILY SERVICES

## STRUCTURE

The Missouri Division of Family Services (DFS) is within the Department of Social Services. The Division is administered by a director, who is appointed by the Department Director. Administratively, the Division is organized into four separate areas of responsibility: Income Maintenance, Children's Services, Futures, and Rehabilitation Services for the Blind. Administrative services for the Children's Services and Income Maintenance are carried out by Division staff at the central office. In each county in Missouri, a local office of the Division is maintained to work directly with the children and families of that county.

## AUTHORITY

In 1974 the Missouri Omnibus Reorganization Act established the Division of Family Services with responsibilities for income maintenance, medical care and children's social services. Chapter 207, RSMo sets out the general responsibilities of the Division including appointment of the Director, and the establishment of county welfare commissions. Chapters 208, 209, and 210 set out provisions for Aid to Dependent Children, Aid to the Blind, and Child Protection and Reformation. Additional provisions are set out in Chapter 453 relating to adoption and foster care relating to enforcement of support.

## MISSION

The overall mission of the Division of Family Services is to strengthen, preserve, and improve the lives of Missouri's children and their families. The Division is organized into two major service delivery areas: Income Maintenance, Children's Services, Futures and Rehabilitation Services for the Blind.

Income Maintenance provides cash assistance to low-income families to help provide a basic standard of living. Aid to Families with Dependent Children (AFDC) is the primary source of financial support effecting children.

Children's Services is composed of several types of services including protective services, alternative care, adoption, day care, and residential treatment services. Children's services programming is designed to address the needs of abused, neglected, or exploited children. There are two categories of service delivery: "direct services" and "purchased services". "Direct services" are provided by DFS staff while "purchased services" are contracted from local providers such as counselors, day care, evaluations, etc. Alternative care is available for children the juvenile court has determined to be in need of an out-of-home placement. The Division licenses three types of alternative care settings: foster family homes, foster group homes, and residential treatment facilities.

Protective services are specialized child welfare services offered by DFS workers to provide help and treatment for children found to be neglected, abused or exploited. The Division maintains a twenty-four hour Child Abuse Hot Line which receives reports of suspected or confirmed child abuse. DFS workers investigate all hot line reports and where necessary refer to the juvenile court or law enforcement officials for prosecution or protective services.

Adoption subsidy funds are available through the Division for families adopting certain hard-to-place children who cannot be reunited with their families. The Division also provides services to the blind including counseling, education and developmental therapy. Child support enforcement services are designed to locate absent parents and enforce support payments.

Futures provides Job Training and educational services to individuals who are receiving Income Maintenance in order to assist them in becoming self sufficient.

Rehabilitation services for the blind provides assistance and services to individuals who are visually impaired.

## COORDINATION

The Division of Family Services is working both on the agency level and the local level to coordinate services through the Division. Interagency efforts include: the development of "prescriptive teams" in St. Louis and Jackson Counties to coordinate service delivery between DFS, Youth Services, Mental Health, the Court and private providers in individual case plans; permanency planning review teams to review cases in alternative care; a cooperative family therapy training program offered by the Division of Youth Services for DPS and juvenile court staff. On a local level, the Division has worked to improve community linkages with a range of activities including the use of local advisory committees; training programs on abuse and neglect prevention; and foster care recruitment campaigns.

The Division has worked with the Department of Public Safety and the Missouri Juvenile Justice Association to develop and deliver specialized training for Missouri's law enforcement agencies.

# MISSOURI DIVISION OF YOUTH SERVICES

## HISTORICAL OVERVIEW

The seeds of the Division of Youth Services were planted in 1889 with the establishment of the Training School for Boys in Boonville and the Training School for Girls in Chillicothe. Much later (1926) the Training School for Negro Girls (at Tipton) was opened. Although little is known of the early operations of these programs, it is safe to assume that the primary focus was on custodial care. During the first half of the 20th century, the Training School for Boys operated with an average population of 400. Determinate sentencing resulted in lengths of stay varying from 9 months to 13 years.

With the ratification of a new state constitution in 1945, the State Board of Training Schools was established, and for the first time a statutory mandate for "rehabilitation and guidance of juvenile offenders" appears. Under this law, the training schools were considered to be educational institutions, rather than penal institutions. In 1948 additional legislation established indeterminate sentencing, age ranges (12 years through 26 years for boys and 12 years through 20 years for girls), aftercare, and merit system authority over the agency's employees. Under the state Reorganization Act of 1974, the Board of Training Schools became the Division of Youth Services within the Department of Social Services – where it remains to this day. Currently age ranges are 12 through 17 for both boys and girls. In 1992, the agency name changed to the Division of Youth Services.

Systematic agency planning began in the early 1970's. Early goals and objectives included the de-emphasis of large rural institutions, the establishment of smaller treatment facilities, and the movement toward geographic regionalization whereby youth could be served within a closer proximity to their home.

During this time period, the Training School for Girls (Chillicothe) was closed, a state-wide court diversion program was established, family therapy was implemented, and five new regional residential treatment facilities were opened (Hogan Street Regional Youth Center, Delmina Woods Youth Center, Camp Pa-He-Tsi, Babler Lodge, and the Northwest Regional Youth Center in Lee's Summit).

The 1980's was seeing the continuation of the agency's direction toward regionalization, a broader continuum of treatment, and the phase-out of large rural institutions. During this period of time, the Training School for Boys (Boonville) was closed and five new residential treatment facilities were opened: Northwest Regional Youth Center in Kansas City (previously at the Lee's Summit location), St. Louis Regional Youth Center, Community Learning Center, the Northeast Regional Youth Center and the Special Treatment Unit.

Today, the direction of the Division of Youth Services is still representative of the early beliefs in regionalization and decentralization. The agency found that with decentralized decision-making and regional programming, an improved quality of services occurred. This management philosophy also enabled central office managers to become more involved in agency planning and resource development. Not only the quality of service delivery, but also the agency-wide ownership of DYS direction, philosophy, and goals is a by-product of this process.

## PREVENTION PROGRAMMING

### JUVENILE COURT DIVERSION -

This program is designed to encourage development of services to youth at the local level while diverting youth from commitment to the Division of Youth Services. The initial thrust was directed at the rural areas of the state where limited resources impede the development of programs for youth. In recent years, however, urban circuits have been involved in the program. Juvenile Court Diversion operates as a grant-in-aid program. An annual announcement to Juvenile Courts encourages them to submit a project proposal. The division's administrative staff rank project requests based on guideline compliance, need feasibility, previous experience of the project, and other factors known to the division. Traditionally, 23 to 26 (approximately 55 percent) of the judicial circuits receive funding from the Juvenile Court Diversion Program. Typical projects developed by the courts include: intensive probation; community group counseling; individual and family counseling; purchase of group and foster care and alternative educational services; and family preservation services. These programs are intended to divert less serious offenders from DYS and allow the courts to work with youth and families at a lesser cost to the taxpayer. Many more youth and families are served by these resources than those counted as diversions from DYS because of the preventive nature of the program. (According to statistics provided by participating juvenile courts, diversion projects in 1992 served 1965 youth while diverting 778 youth from commitment to DYS.)

### McGRUFF PROGRAM -

Beginning in 1985 DYS joined McGruff, mascot of the National Crime Prevention Coalition in the development and performance of safety and juvenile delinquency prevention programs for pre-school and early elementary school children.

The programs, available through DYS, include personal safety, general crime prevention, vandalism/shoplifting prevention, child abuse awareness, and drug abuse prevention. Each region has trained teams assisting local juvenile courts, police departments, and the Division of Family Services in the coordination, development and performance of school programs.

The effort in the prevention field is directed at reaching children during formative years when behaviors and attitudes are learned, questioned, and tested. Reaching young children with positive figures like McGruff, along with open-ended discussion and films, attempts to teach youth to think before acting when faced with negative peer pressure.

## ARRAY OF SERVICES

### Service Delivery System

#### INTRODUCTION -

In FY '89, the Missouri Division of Youth Services experienced a 30 percent increase in commitments receiving 917 youth compared to 704 in FY '88. The influx of the additional 213 juvenile offenders during FY '89 and the traditional treatment approach of the division to place the majority of commitments in residential care resulted in a growing shortage of beds. The overall increase in commitments resulted in early releases, delayed admittance of new commitments, and operating existing facilities at over-budgeted capacity.

The growing commitment rate, along with the internal measures to reduce overcrowding in residential programs, frustrated juvenile court officials and hindered the division in fulfilling its statutory mandate. In an effort to deal with these problems, the division conducted an independent review of its existing continuum of care. To assist in the review, the American Correctional Association provided funds

to allow juvenile corrections professionals to visit Missouri to review and provide input and recommendations to help DYS develop alternatives to residential care. Funding from the American Correctional Association also allowed DYS staff to visit such states as Utah, and Massachusetts, states which have successfully implemented a community-based model, and Kentucky which had developed day treatment services for juveniles.

In the process of identifying successful community-based programming throughout the country, the division learned of the Edna McConnell Clark Foundation and their interest in working with states in the development of alternatives to traditional institutional services for youthful offenders. After a meeting with division administrators, the judiciary, and legislative leaders, the Clark Foundation agreed to provide funds for a consultant to assist the division in developing a menu of community-based services. During the contract period, the division reviewed the existing continuum of care while making division staff aware of such community-based services as proctor care (residence with a positive role model), tracking (intensive supervision), and day treatment (educational/counseling programming). Through the guidance of Paul DeMuro and Russ VanVleet, two nationally recognized consultants in the juvenile justice field, services were begun utilizing division staff and public universities as providers. All of this was done through the utilization of existing funding.

At the same time the division was moving toward a community-based model, a risk and needs assessment was developed and implemented for evaluating committed youth. The instrument utilized takes into account pertinent factors involving the youth's delinquent history and identifies the general treatment needs of the youth along with the potential threat to public safety they might pose. Through the use of this instrument, the division found that many minor offenders could benefit from non-residential services and thereby avoid a more expensive placement in a residential facility without sacrificing public safety.

#### **CASE MANAGEMENT -**

A case management system has been developed to provide for the assessment, treatment planning, coordination and accessing of services, and monitoring and evaluation of the services provided for each youth and their family. A needs and risk assessment assists the case manager in determining the most appropriate services for the youth. The assessment takes into account all pertinent factors involving the youth's delinquent history while identifying the general treatment needs. The case manager serves as the primary advocate for the youth and their family.

### **Community Based Services**

The division has expanded its array of community-based services to include non-residential, group homes and residential facilities. A brief description of each follows:

#### **INTENSIVE CASE MONITORING -**

Intensive case monitoring services are provided by a tracker. Contact (via personal visits or telephone calls) is made throughout the day and evenings to monitor the youth's behavior and activities and to provide support and counseling if needed. Trackers are provided by local universities through a contractual agreement with DYS. Much effort is made toward matching the personalities and interests of the youth with that of the trackers.

#### **DAY TREATMENT -**

Provides a structured alternative educational program which provides traditional academic courses, G.E.D. classes, career planning, job placement and community service supported by individual, group, and family therapy services.

#### **PROCTOR CARE -**

Specialized alternative living in which a youth resides with a young adult proctor, usually a college student who serves as a role model. Proctors are provided by local universities through a contractual agreement with DYS, much like the Intensive Case Monitoring program.

#### **FAMILY THERAPY -**

Family therapists are employed by DYS to provide family therapy based on a systems approach to adjudicated and non-adjudicated youth. In addition to working with the Division of Youth Services's youth and their families, the family therapy unit accepts referrals from juvenile courts, the child welfare agencies, mental health agencies, and schools, as well as other sources. DYS staff also provide systems training to other agency staff and court personnel.

#### **SHORT-TERM PROGRAM -**

The division operates one specialized short-term program which provides an alternative to traditional residential settings. The program is located at Green Gables Lodge near the Lake of the Ozarks. This facility takes groups of 8 to 12 youth through a 5 week close-ended program. Participants include youth who have been recently committed to the division, as well as those who have been unable to respond to a conventional program. The program consists of a group centered treatment approach which includes outdoor education skills aimed at improving self-confidence and self-image. Other components of the program include career education, and life skills training. Upon successfully completing this program, youth are returned to their communities under the division's aftercare program.

#### **90-DAY PROGRAM -**

Several 90-day residential based programs have been implemented. These programs bridge traditional residential services with community reentry. Intensive family involvement is required and youth are expected to accomplish specific community goals prior to release.

#### **GROUP HOMES PROGRAMS -**

Group Homes are the least restrictive of the residential programs operated by the division. The group home setting is typically a large house with the capacity for 10 youth. The staff provide twenty-four hour supervision in a home-like setting. Youth are on a daily schedule with time allowed for both interaction in the community via school, jobs and community projects, and treatment services within the facility, consisting of group, individual, and family counseling. The youth in these programs participate in public schools and vocational programs, or attend facility on-site educational programs or contractual education services where available.

#### **RESIDENTIAL FACILITIES -**

The division operates 9 programs that provide a moderately structured environment. The programs include 3 park camps located within state parks and operated in conjunction with the Department of Natural Resources. They are Watkins Mill, Camp Avery, and Babler Lodge. The remaining programs are Delmina Woods, Fort Bellefontaine, Spanish Lake, Twin Rivers, Sears Youth Center, and Sierra Osage.

The youth are divided into treatment groups of 10, with similar staffing patterns as in the group homes to provide 24 hour supervision. A traditional school program is provided by full-time teachers on the site with basic education, G.E.D. programming, and various remedial/special education activities provided.

Additionally, the youth in the Watkins Mill, Camp Avery, and Babler Lodge programs spend a portion of their time working on projects to improve and maintain the grounds in the park. The Department of Natural Resources pays the youth for their work.

The target group for these programs are youth who cannot function as well in community environments and, therefore, require a more structured setting. Typically, these youngsters have participated repeatedly in property offenses. They are not serious offenders, but instead are immature and require continuous structure. In some cases, these are youngsters who have not succeeded in community-based programs.

### Secure Care

The division operates 4 highly structured secure care programs. All the programs provide educational classes and vocational training on site. Recreational facilities are also provided on campus. Scheduled outings into the community are often for the purpose of involving the youth in community helping projects.

The target group for these programs includes the more sophisticated offender. Usually these youngsters have longer offense records which may include crimes against people. As a group, these offenders tend to be chronologically older and may also include those who have been unsuccessful in community-based programs. This group requires a higher degree of structure. Status offenders committed to the division are not eligible for secure care services and are only treated in non-secure residential settings.

All the secure care programs use a group treatment modality with individual and family work provided. The content of the educational program is broadly classified as basic, remedial, special and vocational education. Emphasis is placed on the acquisition of information (knowledge) and skills which meet basic and practical needs of the student. As with the community-based programs, the secure care programs are included in the division's 94-142 Compliance Plan. An Individual Education Plan (IEP) including both youth goals and staff strategies is developed for each youth. Parents are encouraged to attend these planning meetings.

### Special Needs

#### **COMMUNITY LEARNING CENTER -**

The division currently operates 2 facilities which are of a unique nature—the first being the Community Learning Center in Springfield, Missouri. This unit, much like the traditional group home, is a structured residential environment for 10 youth. The residents are delinquent or status offenders who have been identified as youth needing special programming due to their limited mental capacities. The Community Learning Center operates its own special school with an education staff provided by the Division of Youth Services. The length of stay in this facility is approximately 9 to 10 months, which by design is longer than the average length of stay in the division as a whole. The treatment program, although conducted in a group environment, involves a great deal of individual counseling and tutoring with basic living skills being interlaced throughout.

#### **SPECIAL TREATMENT UNIT -**

In 1987 the division opened the Special Treatment Unit. This facility is a closed institution located in a building on the campus of the Fulton State Mental Hospital. It is a cooperative effort between the Department of Mental Health and the Division of Youth Services, in that the Department of Mental Health is providing the physical plant and institutional services, however, the staff and program are provided by the Division of Youth Services. This is an 8-bed unit and is designed to service the aggressive, serious emotionally disturbed delinquent youth committed to the agency. This is a locked facility and all institutional services are provided within the facility. The primary treatment modality is individual counseling with psychological and psychiatric counseling available through a contractual arrangement with the University of Missouri-Columbia.

## Aftercare

Virtually all youth committed to the Division of Youth Services are placed on aftercare status at the point they are returned to the community. Case managers insure services are provided when the youth returns to community living.

The primary role of the case manager is to provide support that aids the youth in functioning in the community. This support may be of referral, supervisory, or counseling nature. It is the goal of aftercare to provide supervision resources to youth in a community setting which will assist them in making a satisfactory community adjustment. A satisfactory community adjustment is defined as a youth being able to function in a community without becoming involved in activities which would cause him or her to be referred to a court for delinquent behavior.

# DEPARTMENT OF ELEMENTARY AND SECONDARY EDUCATION

## STRUCTURE

The State Board of Education has general policy making authority for Missouri Public Schools and is responsible for establishing policies and standards effecting such aspects of education as training and certification of teachers, accreditation standards, minimum curriculum requirements, etc. The Board is composed of eight lay members appointed by the Governor for eight year terms. The Board appoints the Commissioner of Education as its Chief Executive and Director of Elementary and Secondary Education. The Department serves as the administrative agency for the Board and is organized into six operational divisions each headed by an Assistant Commissioner. A Deputy Commissioner serves the Commissioner and coordinates the activities of the six divisions.

Missouri's statewide school system is comprised of over 500 local school districts which are largely independent in their operation. Each school district is governed by a locally elected school board which directs the activities of that school district. The State Board and the Department of Elementary and Secondary Education serve the local school districts mainly in a leadership role and through services.

## AUTHORITY

Article IX of the Missouri Constitution provides for the establishment and maintenance of "free public schools" and for the establishment of a State Board of Education who shall appoint a Commissioner to serve as the Chief Administrator. Statutory provisions concerning the Department of Elementary and Secondary Education are found in Chapter 161, Revised Statutes of Missouri. Other statutory provisions concerning such school related items as school districts, state aid, tax levies, special services, instruction, etc., are set out in Chapters 160 through 179 of the Revised Statutes of Missouri.

## MISSION

The Department of Elementary and Secondary Education works mainly to assist local school districts in meeting statutory requirements and to provide leadership in the administration and instruction of public schools across the state. This is done through the delivery of programs and services to the educational community in Missouri. As part of its regulatory functions, the Department works to assure that educational programs are being administered effectively and efficiently across the state. The Department's service delivery system is coordinated throughout its six administrative divisions. The Department has primary responsibility for implementing the provisions of the Outstanding Schools Act (S.B. 380).

### Division of Special Education

The Department's only direct services to children are provided through the Division of Special Education in the administration of the Missouri School for the Blind, the Missouri School for the Deaf, the State Schools for the Severely Handicapped, and the Sheltered Workshop system. The Division has primary responsibility for monitoring compliance with the Individual's with Disabilities Education Act.

## **Division of Administration**

The Division of Administration is responsible for the internal operation of the Department and the administration of state programs for local school districts. Such activities as the distribution of aid under the state's foundation formula, the school lunch program, student transportation, school building planning, etc., are part of the Division's responsibilities.

## **Division of Instruction**

The establishment of standards and a program of accreditation and classification for local school districts is the responsibility of the Division of Instruction. The Division works toward the development of quality educational programs and services by evaluating the standards and efficiency of instruction locally; providing assistance regarding subject matter and instruction; publishing curriculum guides, promoting improved educational services, etc. The Division also administers programs designed to provide special services such as remedial instruction for students below grade level or parental education programs.

## **Division of Vocational and Adult Education**

The Division is responsible for planning, funding, and supervising skill training programs that emphasize career education and vocational skills for secondary, post secondary, adult and special needs students. Supervision is provided for Veteran's Education, Employment Training, Community Education, Adult Basic Education, and GED Testing.

## **Division of Vocational Rehabilitation**

The Division is responsible for services to disabled and handicapped students. The goal is to provide students with an opportunity for gainful employment. Vocational rehabilitation programs provide medical examinations, treatment, counseling, vocational training, job placement assistance, and artificial appliances such as hearing aids to physically, mentally or emotionally disabled persons sixteen years of age or older.

## **Division of Urban and Teacher Education**

The Division of Urban and Teacher Education provides leadership, supervision, and coordination to urban school districts, other school districts around the state, and teacher education programs through its five sections: Teacher Education, Teacher Certification, Urban Education, Professional Development, and Technical Assistance. Many special programs and reform initiatives are also administered through this Division, such as Accelerated Schools, Students At Risk, Gold Star and Blue Ribbon Exemplar Schools Recognition Programs, Career Ladders, Missouri Teacher Education Scholarship Program, Robert C. Byrd Honors Scholarship, Selected Teachers as Regional Resources (STAR) Program, etc.

## **COORDINATION**

Coordination is achieved through liaison work done with other State agencies. Routine contacts include linkages with the Division of Family Services, Division of Health, Department of Mental Health, Department of Conservation and Department of Natural Resources. A regional conference is presented annually to provide a forum for parents, teachers, and the community to discuss significant educational issues. The Department also serves on the Children's Services Commission whose goal is to improve services to children in Missouri.

# DEPARTMENT OF MENTAL HEALTH

## STRUCTURE

The Department of Mental Health (DMH) is one of Missouri's fourteen independent cabinet level State departments. The Department is administered by a Director who is appointed by a seven member State Mental Health Commission, with the consent of the Senate. The Commission serves to advise the Director on all phases of the Department. The Department consists of three Divisions: The Division of Mental Retardation and Developmental Disabilities, the Division of Comprehensive Psychiatric Services, and the Division of Alcohol and Drug Abuse. Each Division serves both children and adults. A Statewide Advisory Council (SAC) of up to twenty-five members serves each of the divisions. Each Division is administered by a Division Director and is assisted by a network of regional advisory councils. The Division of Alcohol and Drug Abuse and the Division of Comprehensive Psychiatric Services each have six regional advisory councils while the Division of Mental Retardation and Developmental Disabilities has eleven regional advisory councils.

## AUTHORITY

In 1957, what was then the Division of Mental Diseases under the Department of Public Health and Welfare was directed by statute to provide children's psychiatric services. Prior to 1957, children with psychiatric problems shared wards with adult patients. In 1974, the Omnibus Reorganization Act created the Department of Mental Health and within the Department, the Division of Mental Retardation and Developmental Disabilities. Later in 1980, the Division of Comprehensive Psychiatric Services and the Division of Alcohol and Drug Abuse were formally added to the Department. Statutory provisions for the Department of Mental Health are currently found in Chapter 630 of the Revised Statutes of Missouri. The succeeding three chapters 631, 632, and 633 address the Division of Alcohol and Drug Abuse, Division of Comprehensive Psychiatric Services and the Division of Mental Retardation and Developmental Disabilities.

## MISSION

The Department of Mental Health operates under the philosophy that all children should be served as close to their own homes as possible in order to maintain the child's relationship with his/her family. Departmental policy provides that children most seriously disabled and/or dangerous to themselves or others receive priority in the receipt of services. Programs and services are established on a regional basis to meet the needs of the communities they serve. Department goals for service to both adults and children as carried out by its three divisions are as follows:

- 1) To reduce the incidence and prevalence of mental disorders, developmental disabilities, and alcohol and drug abuse through prevention.
- 2) To maintain and enhance intellectual, interpersonal and functional skills of those effected by mental disorders, developmental disorders, or drug and alcohol abuse through modern treatment and rehabilitation programs provided in the least restrictive environment possible.
- 3) To improve public understanding of the attitudes toward mental disorders, developmental disabilities, and alcohol and drug abuse.

## Division of Comprehensive Psychiatric Services

Provides inpatient, outpatient and day treatment services to children through Woodson Children's Psychiatric Hospital, Western Missouri Mental Health Center, Hawthorne Children's Psychiatric Hospital, and Mid-Missouri Mental Health Center. Additionally twenty-five "administrative agents" provide and/or monitor community outpatient services in specific geographic areas across the state. Agents are state facilities or private, not-for-profit community mental health centers under state contract. The agents serve as the entry point for children needing psychiatric services. "Core" clinics provide screening, referral, outpatient counseling, emergency intervention, hospital aftercare and medications. More developed centers may offer day treatment while full service centers might offer acute hospital services. Eighteen of the centers provide specific programs just for children.

## Division of Mental Retardation and Developmental Disabilities

Provides services for children who are developmentally disabled by mental retardation, cerebral palsy, epilepsy, autism, or similar conditions originating before age eighteen. Eleven regional centers across the State are designed to provide short-term evaluation and habilitation services to children within that area. Five long-term habilitation facilities provide services to those children for whom community placement is not feasible.

## Division of Alcohol and Drug Abuse

Provides prevention services and limited treatment programs for children under eighteen years of age. The Missouri Institute for Prevention Services (MIPS) utilizes youth in the development of prevention programs Statewide. Components of the program include the Missouri Teenage Institute on Substance Abuse, Regional Teen Institutes, Prevention Programs Peer Helper Training, Missouri Youth Network, Youth Advisory Councils, Teacher Training and Technical Assistance. The Division has worked with groups such as the Missouri Teenage Institute on Substance Abuse and Missouri Advisory Council on Alcohol and Drug Abuse to develop school based programs in alcohol and drug abuse prevention. Some funds are available for outpatient substance abuse and family counseling. Residential treatment services are available on a limited basis in Kansas City and Columbia but are not specifically designed for youth. A twenty bed adolescent polydrug abuse treatment program serves thirteen to eighteen year old youth with moderate to severe alcohol and drug abuse problems in the eastern region. The Division provides training to vendor agencies and others working with substance abuse clientele. Classes include planning, evaluation and management courses, client assessment, case management, group dynamics, group leadership, communication, self detoxification, alcoholic families, and treatment resistive clients.

## **COORDINATION**

The Department of Mental Health and the Department of Social Services have entered into cooperative agreements regarding the handling of abuse/neglect reports and investigations and on contracting and working with private residential treatment programs. Agreements also exist between the Department and the Division of Youth Services and the Division of Family Services for the provision of psychiatric evaluations and treatment for children from those agencies. Staff from the Departments of Mental Health and Elementary and Secondary Education have been designated to serve as interagency liaisons.

The Interagency Council on Alcohol and Drug Abuse, with representatives from Division of Health, Highway Safety, Family Services, Aging, Education, Corrections along with representatives from voluntary

organizations, meet monthly to discuss issues pertinent to substance abuse. The Division of Mental Retardation and Developmental Disabilities works on a regional level to identify community needs and avoid duplication of other agencies' efforts. An interagency prescriptive team operates in Jackson County to locate appropriate services for juvenile offenders in that area.

# PUBLIC/PRIVATE PARTNERSHIPS

## Children's Trust Fund

### STRUCTURE

Missouri's Children's Trust Fund (CTF) was established to prevent the social, human, and financial costs of child abuse and neglect. As the only state agency dedicated to prevention of child abuse and neglect, the CTF provides public education and financial support to community-based organizations which provide services which strengthen families and ultimately reduce child abuse and neglect.

Organizationally the Children's Trust Fund is attached to the Office of Administration.

As a quasi-governmental agency, no general revenue funds are appropriated for operations of the Children's Trust Fund. Funding comes primarily from two creative sources.

An income tax check-off offers a convenient way for Missouri tax payers to invest in strong families and safe children. The establishing legislation put in place an income tax check-off on the Missouri State income tax form, which Missouri taxpayers can use to designate all or part of their income tax refund to the Children's Trust Fund. Taxpayers who do not receive refunds may attach a contribution to their state income tax return. Contributions to the Children's Trust Fund are tax deductible for federal income tax purposes.

Additional revenue comes from special fees on marriage licenses and vital records, individual and corporate contributions, bequests, memorials, and grants.

### AUTHORITY

The Children's Trust Fund is a public-private partnership, established in state statute (210.170 RSMo) in 1983. A Board of Directors is appointed by the Governor with the advice and consent of the Senate. In addition to the eleven public members appointed by the Governor, two members of the Missouri House of Representatives and two members of the Missouri State Senate also serve on the Board, appointed by the Speaker of the House and President pro tem of the Senate respectively. The Board establishes long-term direction of child abuse prevention in the state, approves contracts for funding, and appoints an Executive Director as the Chief Executive of the organization.

### MISSION AND ACTIVITIES

To achieve the overall goal of preventing child abuse and neglect in Missouri, the Children's Trust Fund undertakes several primary activities:

- Funding of community-based prevention programs

Each year the Children's Trust Fund issues a Request for Proposals, soliciting proposals for funding of community-based prevention programs. Services funded through this process range from education for children about sexual abuse prevention to in-home therapy for families at high risk of abuse or neglect, and comprehensive family support programs.

In addition to the regular cycle for funding of community-based prevention programs,

special funding initiatives may focus on specific issues related to child abuse and neglect.

Proposals are evaluated by volunteer panels of experts and contracts awarded through the Missouri State Division of Purchasing.

- **Parent education about child abuse and neglect and its prevention**

- **The "Promises for Families"**

The "Promises for Families" program is a community-based effort sponsored by the Children's Trust Fund in partnership with the Missouri State PTA and the Missouri Children's Services Commission. Local PTA's, or any interested community group, can host a one-time or ongoing project designed to encourage individual commitment to strengthening and supporting families. Enrollment is open throughout the year.

- **Professional education about child abuse and its prevention**

Professional education is provided through sponsorship of conferences. The Children's Trust Fund co-sponsors the Missouri Conference on Child Abuse and Neglect and special meetings for prevention providers.

- **Education for the general public**

Education for the general public is provided by a trained, volunteer speakers bureau, Children's Trust Fund Board, and professional staff. Any interested group may contact the Children's Trust Fund office to schedule a speaker. There is no charge for use of the Speakers Bureau. Media is also used to reach the general public through billboards, public service announcements, press conferences, and appearances on radio and television news and public service programs.

- **Other Public education**

Other public education efforts include professional technical assistance and consultation for individuals and organizations interested in developing prevention programs; a free-loan resource library for professionals and the general public; and distribution of prevention information to Missouri citizens. Program Updates offering prevention news are distributed monthly to individuals and organizations interested in family support programs, and quarterly Smalltalk newsletters are distributed to the general public.

## COORDINATION

The Children's Trust Fund coordinates with a variety of public and private, state, local, and national organizations. Coordination and cooperative efforts are initiated with other organizations to conduct public education, such as the Division of Family Services, Missouri Chapter for Prevention of Child Abuse, and the Department of Health. Informal planning and networking occurs on a regular basis with other state agencies which provide community-based funding for issues related to child abuse and neglect. Coordination for local and regional public education occurs with community and private foundations, United Ways, and community councils for prevention of child abuse. On a national level, the Missouri Children's Trust Fund has a leadership role in the implementation of The National Alliance of Children's Trust and Prevention Fund, which links member states with other national groups and provides networked resource sharing.

The Children's Trust Fund also is founder and has a leadership role in the "Funders Network". The Funder's Network is an informal collaboration between state agencies which provides funding for community based programs serving children, youth and families. Network members meet regularly to exchange information about their programs and coordinate efforts to better serve families in Missouri.

# PRIVATE CARE PROVIDERS AND YOUTH SERVICE ORGANIZATIONS

Missouri has hundreds of private service providers and not-for-profit youth service organizations across the State. Most are regional or community based organizations established to address particular areas of interest or concern. Private providers and nonprofit organizations serve a very important role in many communities by filling gaps in category of youth in need. These organizations often are able to meet the needs of a community in areas that public agencies cannot because of funding limitations or procedural restrictions.

Services such as residential care, mental health programming, counseling, and evaluation, etc., are often contracted by the courts through private organizations or serve as treatment alternatives to formal court involvement. Private residential care facilities are generally licensed by the Division of Family Services and provide a structured, non-secure setting for both offender and non-offender youth in a community setting. Counseling, family therapy, and drug and alcohol education programs are all services that may be available in communities only through private providers or nonprofit agencies. Generally speaking, jurisdictions that utilize a good network of public and private programming are more successful in serving the youth of their community.

In addition to local organizations, there are numerous youth service organizations operating on a statewide basis. The functions of these organizations are generally directed toward specific areas of child advocacy or concern and are often independent in their activities. Some of the more prominent organizations in Missouri actively working in the area of youth services are briefly discussed below.

## Missouri Juvenile Justice Advisory Group

The State Advisory Group is a committee of judges, legislators, educators, law enforcement officers, juvenile court representatives, community volunteers, directors of public and private youth service agencies, youth members, and child care professionals appointed by the promotion of the Juvenile Justice and Delinquency Prevention Act of 1974 in Missouri. Provisions of the Act include the removal of juveniles from adult jails and lock-ups; removal of status offenders from secure detention; juvenile delinquency prevention programs, and community based programming to serve juveniles in local settings. The major activities of the State Advisory Group include:

- Review, annually, Missouri's statewide plan for expenditure of federal fund submitted to the Office of Juvenile Justice and Delinquency Prevention.
- Assist in the annual development of a Request for Proposals (RFP) announcing the availability of juvenile justice funds.
- Review grant applications submitted to the Department of Public Safety and prepare funding recommendations.

- Provide advice in the development of training and technical assistance for the State's juvenile justice system.
- Participate in the activities of the National Coalition of State Advisory Groups.
- Promote the development and evaluation of effective programs and services for youth entering the juvenile justice system.
- Recommend improvements for the States' juvenile justice system to the Governor and legislature.

### **Citizens for Missouri's Children**

Citizens for Missouri's Children is a Statewide private, nonprofit organization established to improve Missouri's laws and policies impacting children, measure and report on the performance of public systems providing services to children, inform citizens and policy makers, and provide technical resources. Citizens for Missouri's Children actively follows the legislative session sending out updates on pending and passed legislation effecting the child care system; convenes legislative review committees in St. Louis and Kansas City; coordinates activities with the Children's Budget Coalition; and works very actively in the area of foster care placements.

### **Missouri Children's Services Commission**

The Missouri Children's Services Commission is a statutorily created Commission comprised of directors or deputy directors of each of Missouri's state agencies which provide services or programs for children, a juvenile court judge, and representatives from the legislature. The Commission is to meet monthly to discuss children's issues, in particular, the effective duplicate services, and the development of an integrated state plan for care to children. The Commission is to report annually to the Governor on its activities and the needs of children in Missouri.

### **Missouri Court Appointed Special Advocates Network**

The Missouri C.A.S.A. Network is a statewide, nonprofit organization composed of administrators and volunteers from C.A.S.A. programs operating around the state. C.A.S.A. programs provide trained volunteers to serve as independent observers and advocates for abused and neglected children in foster care. C.A.S.A. volunteers work to protect the best interests of the child in foster care by serving as an investigator, advocate, facilitator and monitor to the child's case. The Missouri C.A.S.A. Network provides services to C.A.S.A. volunteers around the state through annual training programs and the dissemination of pertinent information.

### **Missouri Child Care Association**

The Missouri Child Care Association is a statewide nonprofit organization of residential care and treatment facilities in Missouri. The Association serves as an advocacy group for children who are abused, neglected or homeless and in need of residential care and treatment. The Association holds regular meetings, annual conferences/workshops and publishes a quarterly newsletter.

## **Missouri Juvenile Court Judges Association**

The Missouri Juvenile Court Judges Association is an association of Juvenile Judges from Missouri's Juvenile Divisions. The association promotes juvenile justice issues in Missouri and meets annually as part of the Missouri Judicial Conference.

## **Missouri Juvenile Justice Association**

The Missouri Juvenile Justice Association (MJJA) is a statewide, nonprofit organization of juvenile court personnel and others working in the youth services field or with an interest in juvenile justice. MJJA works to promote the most beneficial and timely services to juveniles referred to the juvenile justice system through training, conferences, legislative advocacy, work with state and local agencies, and the dissemination of pertinent information. The Missouri Juvenile Justice Association works to promote cooperation between the courts and other youth service agencies in the state.

---

## Section 2

# CENSUS & DEMOGRAPHIC PORTRAIT OF MISSOURI'S AT-RISK YOUTH POPULATION

---

The following pages contain information about the gender and race of Missouri's juvenile age population as well as a presentation of factors affecting youth and their families. Data for population reports were generated from the 1990 U.S. Census.

### MISSOURI'S JUVENILE AGE POPULATION

Missouri's juvenile age population is defined as any person less than seventeen years of age. This classification conforms to the jurisdiction of the juvenile court as defined in Chapter 211 of the Missouri Revised Statutes.

Missouri's juvenile age population in 1990 was recorded at 1,245,324 which represents 24% of Missouri's total population (5,117,073). Of all juveniles, 48.7% are females and 51.3% are male, 84.5% are white, 13.6% are black and the remaining 1.9% are other minorities. The major metropolitan areas of Jackson County (Kansas City), St. Louis County and St. Louis City are home to 38% of Missouri's juveniles and 80.5% of the minority youth population in Missouri. The table at the end of this section shows the race and gender breakdown of all persons less than 17 years of age for each of Missouri's 115 counties (including the City of St. Louis).

Population projections for the year 2000 are included in the Appendix.

### FACTORS AFFECTING MISSOURI'S YOUTH AND THEIR FAMILIES

The information presented in the following sections is reprinted (with Permission) from the Kids Count Data Book, the Annie E. Casey Foundation, Center for the Study of Social Policy prepared by Citizens For Missouri's Children and Child Abuse and Neglect Deaths prepared by the Missouri Department of Health, Division of Health Resources. Selected issues include infant mortality, family structure, school dropout rates, economic indicators, single parent families, and adolescent pregnancy.

*Taken from 1993 Kids Count Data Book, The Annie E. Casey Foundation, Center for the Study of Social Policy and reprinted with permission from Citizens For Missouri's Children.*

## SNAPSHOT OF MISSOURI

- Total population of Missouri - 5,117,073 (ranks 15th nationally).
- Total square miles - 69,697 (ranks 19th).
- Contains 114 counties plus St. Louis City.
- The St. Louis metropolitan area is 17th largest in nation; the Kansas City metropolitan area ranks 25th. Forty percent of Missouri's citizens live in Jackson County (Kansas City), St. Louis City or St. Louis County.
- Three-quarters (84) of Missouri's counties have no towns with a population greater than 10,000.

## A DEMOGRAPHIC SNAPSHOT OF MISSOURI'S CHILDREN

The character of the child population in Missouri changed during the 1980's. The total number of children decreased by almost 4 percent, while the number of young children actually increased by 4 percent. Minority children comprised a larger share of the child population.

With a smaller child population, fewer workers will enter the work force in the next decade. There will also be fewer adults available to support the rapidly growing elderly population, including the aging Baby Boomers. We cannot afford to lose any more of these valuable children to educational drop-out, teenage parenthood and juvenile crime. At the same time, the increasing number of our youngest, most vulnerable children demand our attention and resources. Children under the age of 5 in Missouri are more likely to be poor than any other age group, and racial minority children are also at a much greater risk for poverty. Health care, education and social services need to recognize, appreciate and accommodate the cultural differences of our increasingly diverse population.

## MISSOURI HAS 48,000 FEWER CHILDREN

Missouri, like the United States, experienced an important demographic change over the past decade. The child population dropped by 3.5% in the 1980s, despite an overall statewide population growth of 4.1%.

Of 115 counties, only 35 experienced an increase in the child population during the past decade. These counties included the greater metropolitan St. Louis and Kansas City counties. Also, several central and southwest counties with rapidly growing service economies experienced an increase when families with children migrated into the region. The greatest child population loss occurred in the northern rural counties, such as Putnam, where the child population declined by 28.2%. A major contributor to the population losses in this region was migration away from the area due to severe economic decline affecting agricultural and rural communities.

## YOUNG CHILDREN ARE INCREASING

While the total number of children decreased by almost 4 percent, the number of young children in Missouri grew by 4.4% in the 1980s, to 369,244. The counties with the highest percentage of young children were primarily urban and suburban. In St. Louis City, 31.3% of the child population was younger than age 5. Other areas of high concentration for young children were Boone County (31.2%), Johnson County (31.1%) and Jackson County (30.0%).

## MISSOURI'S CHILDREN ARE MORE DIVERSE

The child population in Missouri is now more diverse than ten years ago. The number of racial minority children increased by almost 3,500, a 2 percent increase. Because of a simultaneous decrease in the Caucasian child population, the percent of the child population that is racial minority increased slightly, to over 15%. Almost three-fourths (83) of the counties increased their minority percentage. The highest percentages of minorities in 1990 were found in urban areas such as St. Louis City (63.5% of total child population) and the southeastern Bootheel counties, such as Pemiscot (37.6%). The northern rural counties, such as Clark (0.2%), had the smallest minority representation.

## FAMILIES OF THE 1990'S

"Government must be prepared to help out even when the people we're serving aren't easily compared to Ozzie and Harriet. We must take Missouri and Missouri's families as we find them - in whatever configuration - and help them along when we can." - Governor Mel Carnahan.

The "Ozzie and Harriet" image of the family was irrevocably altered in the 1980s. Households without children became the most common type, displacing families with children. Single-parent families increased in every Missouri county, due primarily to an increasing number of out-of-wedlock births. The steady increase in mothers working outside the home continued and was especially pronounced for those with young children, causing quality child care to become an urgent need.

As "nontraditional" Missouri families became the norm, service and structures designed 20 or 30 years ago no longer served their needs. Some health care, schools and other agencies adopted flexible hours and policies to accommodate working parents. Cafeteria-style benefits, child care assistance and family leave were responses to the needs of the family of the 1990's.

## HOUSEHOLDS WITHOUT CHILDREN OUTNUMBER HOUSEHOLDS WITH CHILDREN

In 1990, for the first time families without children outnumbered families with children. In Missouri, households with children decreased during the past decade, from 46.1% of all households to 35.8%. The predominance of households without children may cause a shift in the availability and financing of services for families. As family needs for services such as health care, education and recreation intensify, the needs of numerous non-family households may be in competition. Conflict may arise over public financing of family services as resources become scarce.

## ONE OF TWO CHILDREN IN SINGLE-PARENT FAMILIES IS POOR

One of five Missouri children lived in a single-parent family in 1990, four-fifths of which were headed by a female. Every county in Missouri experienced an increase in the percent of children living in single-parent families in the 1980s. Statewide, there was a 21.6% increase in this family type. Across the state, the

most prominent example of this trend was in St. Louis City, where more than four of ten children lived in single-parent families. Other high rates were found in Jackson County (26.4%), as well as the Bootheel counties of Pemiscot (33.0%), Mississippi (29.1%) and Dunklin (24.6%). Northern counties were much less likely to have large numbers of single parents. Daviess (8.6%), Ralls (10.5%) and Monroe (10.7%) were among the counties with the lowest rates of single-parent families (See %KSPHH90.GIF).

There was a striking increase in births out of wedlock, from almost one of five live births in 1982 to almost one of three in 1992. Other reasons for the increase in single-parent families included a slightly higher divorce rate and a lower marriage and remarriage rate for women with children.

Single-parent families are at greater economic risk than two-parent families. Half of all children in single-parent families are poor. They are five times more likely to be poor than those in two-parent families. It is no coincidence that the urban and Bootheel Missouri counties, which have high percentages of single-parent families, also have the highest rates of children in poverty. Single-parent poverty is attributed largely to the low wages women earn, primarily in "pink collar" service jobs. In 1990, single working mothers had median incomes that were less than two-thirds of single working fathers' wages. Single-parent families are also more likely to be poor because women are more likely to work part-time or part-year, either due to the lack of availability of full-time positions, or because of child care issues and other family responsibilities. Child support payments for most women are inadequate or nonexistent.

## MORE MOTHERS ENTER THE WORK FORCE

The increase in mothers entering the work force is particularly noted for women with young children (see FLFU690.GIF). In 1980, approximately half of the mothers with children under the age of 6 were in the labor force; in 1990, almost two-thirds were working. Ninety-five percent of Missouri's counties experienced this increase, although there was a wide range of work force participation. In Reynolds County, only 35.9% of women with young children were in the labor force in 1990, while in Linn County, the figure was 81.3%.

Working mothers with school-age children also increased their labor force participation, from almost two-thirds to over three-fourths. Every Missouri county experienced an increase, ranging from 54.4% in Washington County to 88.0% in Nodaway County.

With more mothers entering the work force, the demand for quality child care and after-school programs increased. In 1990, 263,000 young Missouri children and 589,000 school-age children experienced both parents or their only parent in the work force, yet the supply of safe, high quality places to learn, grow and play during daytime and after-school hours was not adequate.

## WHAT IS THE FUTURE FOR OUR NEXT GENERATION?

Adolescents today are threatened by great hazards that were unfamiliar to previous generations - pregnancy, school dropout, substance abuse, violence and sexually transmitted diseases. The trends for Missouri's adolescents are frightening. One of every ten births in Missouri is now to a single adolescent. The violent death rate, especially for African-American youths, has increased. Adolescents are increasingly the perpetrators, as well as the victims, of violent crime.

The current generation of 20-year-olds is labeled "Generation X" by the media. Unless the tide of teenage pregnancy, school dropouts and violence is stemmed, the media will have to label today's teens "The Lost Generation." The adolescents of today are a smaller proportion of the population than at any time since 1900. This small group is the work force and tax base of the early 21st century. These adolescents are our

immediate future, and there is no time to lose in our attempts to rescue them from a future of poverty and danger.

## ADOLESCENT PREGNANCIES INCREASE AT ALARMING RATE

"The best contraceptive is a real future." - Marian Wright Edelman, President of Children's Defense Fund.

One of ten infants in Missouri was born to a single adolescent in 1992. The percent of all births for unmarried adolescents increased by 20.4% between 1988 and 1992. Teen parents are usually poorly educated, with little or no work experience. They are more likely to remain on welfare for an extended period than older mothers. Infants born to adolescent mothers are at high risk for poverty. Nationally, one-half of children with parents under the age of 25 are poor.

The percent of births to single adolescents increased in more than four-fifths of Missouri's counties (see %CU20UNM). The counties with the highest rates in 1992 included St. Louis City (23.5%), Washington (20.1%), and the Bootheel counties of Pemiscot (27.6%), Dunklin (17.9%) and Mississippi (15.9%). These counties are among the poorest in the state, and have large minority populations. The lowest rates were found in northern and central counties such as Chariton (2.1%), Shelby (2.2%), Holt (2.8%), Scotland (3.5%) and Johnson (3.8%). Scotland also ranks high for child poverty, indicating that poverty alone cannot account for the increase in single adolescent births.

The birth rate to single adolescents more than doubled in several small counties such as Taney, Carter, DeKalb and Clark. These counties, representing almost all of Missouri's regions, had small but growing numbers of single adolescent births. St. Louis County experienced a 26.5% increase in the adolescent birth rate, representing almost 250 infants. Jackson County's adolescent birth rate increased by 14%.

Adolescent pregnancy is not an easy issue to address. Programs that stress abstinence or birth control education have not proven to reverse the trend of adolescent births. Recent efforts have taken a more holistic focus to support the belief that if adolescents are going to say "no" to sex and pregnancy, they will have to say "yes" to something positive. These "yes" approach "life options" programs include components such as decision-making, employment training, educational support, mental health care and community service. Programs often focus on supports for the entire family. So far these programs are few and far between, but results in several appear promising. The participants in the national Teen Outreach program, which was created in St. Louis, have lower pregnancy rates, lower rates of school suspension and lower rates of school failure than students not exposed to the program.

## FEWER "IDLE TEENS" - BUT ARE TEENS IN THE WORKFORCE A POSITIVE SIGN?

Missouri's idle teen rate decreased during the past decade, from 12.7% to 10.1%. Still, almost 30,000 Missouri teens aged 16 through 19 were not in school, the labor force, or the armed forces, making them candidates for high-risk behaviors such as substance abuse and crime. Ninety of Missouri's counties improved on this rate, with the lowest rates found in northern rural areas such as Mercer (0%), Nodaway (2.9%), Adair (4.1%) and Sullivan (4.2%), and the central county of Boone (3.2%). The highest rates were found in Ripley (25.1%), Cooper (24.1%), McDonald (22.4%), Pemiscot (22.1%) and Clark (20.8%).

Teenagers who are in school but employed as well also face risks under certain circumstances. A recent survey of more than 10,000 Missouri students indicated that about 60% of 11th and 12th grade students had

a part-time job. Students who worked more than 20 hours a week did less homework, earned fewer "A's," participated in fewer extracurricular activities, took fewer college preparatory courses and were less likely to plan to attend a four-year college than students with no employment or with employment of less than 20 hours per week.

Too little is known about teen employment. Do adolescents work to support their families, their college educations, or their shopping habits? An increasing trend in adolescents working more hours may be another fallout from the difficult economic situation facing many families.

## TOO MANY TEENS, ESPECIALLY AFRICAN-AMERICANS, DIE VIOLENTLY

Every year hundreds of teens die violently through homicides, suicides and accidents. In 1991 there were 303 violent deaths, compared to 286 in 1986. The violent death rate per 100,000 teens increased by 13.4%. While 62 Missouri counties experienced increases in the violent death rate, county comparisons are limited because of the small number of deaths in most counties. Only ten counties experienced five or more deaths annually, and only three of these (Jackson, St. Louis County and St. Louis City) experienced more than ten. One alarming trend to note was the number of teen violent deaths in St. Louis City, which almost doubled from 25 to 46.

The death risks faced by adolescents vary by race and region. Statewide, traffic accidents were the leading cause of death among teens age 15 through 19 in 1991, accounting for four of ten (41%) of all deaths. The majority of motor vehicle accidents occur in urban areas, but three quarters of the fatal accidents occur in rural areas.

While homicide is the second most frequent cause of death for Missouri teens, African-American youth are at much greater risk. Nationally, homicide is the leading cause of death for African-American adolescents and young adults, comprising 40% of deaths to these groups in 1988, compared to 8% for Caucasians of the same age. Missouri has an extremely high homicide rate. More than half of all homicides among young African-American males occurred in the District of Columbia and in five states, Missouri being one of the five.

## RISE IN YOUTH CRIME HAS ROOTS IN A VIOLENT SOCIETY

"We can't arrest our way out of this." - Washington D.C. police officer.

Juvenile crime is one of the few problems of children's lives that is not hidden. Crimes, especially violent ones, committed by youth have received enormous attention in the media. The actual extent of the problem, apart from anecdotal evidence, is disturbing, yet public outcry has led to punitive rather than constructive solutions.

The number of annual referrals to Missouri's juvenile courts increased by 77% between 1983 and 1990. During that same period, violent offenses as a percentage of all law violation referrals increased slightly, from 13% to 17%. While juvenile violent crime commands most of the headlines, it does not account for the majority of the offenses. Theft is the most frequent law violation, comprising approximately 30% of referrals.

Of the violent offense referrals, approximately half were African-American youth. The metro areas of Jackson County, St. Louis City and St. Louis County accounted for six of ten violent referrals, and experienced growth rates higher than the rest of the state. Three-fourths of the juvenile-related homicides occurred in these metropolitan areas.

Experts believe that the increase in juvenile violent crime is related to exposure to violence in the community and media. This exposure, in conjunction with the stress of poverty, leads to aggression as a learned behavior. Some youths do not see viable, effective community alternatives to violence. They feel powerless, but easy access to guns gives these youths an illusion of invincibility and indestructibility. Such feelings, coupled with alcohol or drugs, create volatile situations that often erupt in violence.

An increasing number of health officials are beginning to see violence as a public health problem that can respond to education and public information. Societal attitudes toward violence must change and must occur simultaneously with interventions for at-risk youth. Public officials believe that we can "immunize" children against violence by teaching them how to satisfy their needs without resorting to force.

Child abuse also plays a role in the formation of a youthful offender. Youth who were abused or neglected are more likely to be arrested for crimes and are more likely to be younger when arrested than non-abused children with similar backgrounds. Children who are abused learn that violence is the norm and use that same behavior as adolescents. Their feelings of anger and shame have no constructive outlets.

Preventing violent crimes before they occur is not simply a matter of putting more police on the streets. In addition to the larger societal issues of poverty and culturally sanctioned violence, specific violence prevention programs are essential. Unfortunately, while the majority of schools in a recent Missouri Juvenile Justice Advisory Group survey reported punitive measures in place for drugs and weapon possession, half or fewer schools reported the presence of prevention programs such as conflict mediation, peer group counseling or counseling referrals. Once the crime occurs, comprehensive services such as long term treatment programs are needed. In addition, resources are needed for the 83% of offenders who do not commit violent crimes.

## **ADOLESCENT DRUG USE BEGINS AT EARLY AGE**

A 1991 Missouri Department of Elementary and Secondary Education survey indicates 55% of high school seniors had used alcohol in the past 30 days, and 30% had smoked cigarettes. Almost one of five seniors had used marijuana in the past year. Substance use among seventh graders was not uncommon. Almost one in five of these young teens had used alcohol in the past 30 days and 11% had used cigarettes. The use of inhalants was more common among seventh graders (11% use in past year) than high school seniors (8%). Factors related to lower use of substances were participation in school athletics, living with both parents, and good grades. Factors associated with higher use of substances included no participation in school activities, no definite rules imposed by parents, dislike of school, at least one parent who did not attend high school, and young age of first trial.

More information is needed on the trends in Missouri's adolescent drug use, the type of substance abuse occurring, and the unmet need for treatment services. In Fiscal Year 1992, more than 2,800 adolescents were admitted to state-funded treatment programs, but it is unknown how many additional youth needed services.

## **ARE CHILDREN GROWING UP HEALTHY?**

In an era of great medical advancements, all children should have the opportunity for healthy births and development. Yet the health trends for Missouri's children are mixed. On the positive side, the infant mortality rate decreased by 6 percent. More women are receiving prenatal care, and more children are receiving timely immunizations. Yet many of the infants who would not have survived to their first birthday previously are today's low birthweight infants, kept alive through advances in medical and drug technology. The number of low birthweight infants, who are at risk for future developmental difficulties, is increasing.

and now comprises 7 percent of all births. Although immunization levels are improving, only half of Missouri's two-year-olds are fully immunized. Infant mortality, low birthweight and inadequate prenatal care rates for African-American women and children are more than double those for Caucasian women and children. Almost 40% of all child deaths are accidental and could have been prevented through safety and supervision outreach and education. Hunger continues to be a daily occurrence for many children, but those in need do not always receive or even qualify for supplemental food programs such as WIC.

## **ADEQUATE PRENATAL CARE STILL ELUDES MANY WOMEN, ESPECIALLY AFRICAN AMERICANS**

Women who do not receive adequate prenatal care, defined in Missouri as care that starts during the first trimester of pregnancy, are about three times as likely to deliver a low birthweight baby as women who do. In Missouri, the rate of women who receive adequate prenatal care has increased slightly, from 82.1% of all live births in 1982 to 83.5% in 1992. However, less than two-thirds of African-American women receive adequate prenatal care. Recent expansions in Medicaid coverage have not assured that poor women will receive care. One contributing factor may be that the number of obstetric providers has dwindled in recent years. For example, in northeast Missouri, the number of rural physicians who are practicing obstetrics decreased by 40% between 1984 and 1988.

## **MORE BABIES LIVE TO THEIR FIRST BIRTHDAY BUT MANY ARE NOT HEALTHY**

Missouri's infant death rate decreased from 10.7 per 1,000 live births during 1982 through 1986, to 10.0 during 1987 through 1991. An average of 769 infants died annually before their first birthday during the latter time period, enough to fill over 30 kindergarten classes had they lived. More than half (62) of Missouri's counties experienced decreasing infant mortality rates. The counties with the lowest rates included Knox (0.0), Ralls (4.1), and Dade (4.1). The counties with the highest rates, including Mercer (22.7) and Daviess (20.8) in the northwest and Monroe (20.6) in the northeast, had rates similar to Third World countries such as Hungary, Costa Rica and Malaysia. The infant mortality rate in both St. Louis City and Jackson County remained relatively unchanged, while the rate in St. Louis County decreased by almost 14%. African-American infant deaths, at 16 per 1,000 live births, were more than twice the rate for Caucasian infants.

This decrease in infant mortality is largely attributed to improvements in medical technology such as neonatal intensive care units and surfactant drugs that keep many premature and low birthweight babies alive who would not have survived ten years ago. While this medical breakthrough is commendable, it does not replace the need for primary care for mothers and infants. Increasing the number of prenatal care visits is an important step, but it alone is not sufficient. Improved nutritional counseling and supplements, parent education and outreach to pregnant women would save even more infants.

## **LOW BIRTH WEIGHT INFANTS ARE INCREASING AND FACE ENORMOUS HEALTH RISKS**

Missouri's infants are now more likely to live to their first birthday, yet those same infants are more likely to be born with low birthweights. Low birthweight infants (those weighing less than 5.5 pounds) account for two-thirds of all infant deaths. They are two to three times as likely as normal birthweight infants to have disabling conditions such as chronic lung problems, cerebral palsy, epilepsy, blindness, deafness and mental retardation. In Missouri, 5,579 low birthweight infants were born in 1992. Low birthweight rates for African-American infants remain double those of Caucasian infants, and both have

increased in the past decade. In 1992, 13.6% of African-American infants and 6.0% of Caucasian infants weighed less than 5.5 pounds at birth.

Fifty-nine counties experienced an increase in the low birthweight rate. The counties with the greatest low birthweight rates were Mississippi (12.7%), St. Louis City (12.0%), and Shannon (11.7%). The counties with the fewest low birthweight included Ste. Genevieve (1.1%) and Maries (2.1%).

The growing problem of infants born to mothers who are addicted to drugs also contributes to the increase in low birthweight babies. While no state data exist regarding the extent of this problem, national studies estimate anywhere from 6 to 18% of all infants are born drug-exposed. In 1989, St. Louis Regional Medical Center estimated that drug-addicted infants comprised one-fourth of all births. The effects of substance abuse during pregnancy vary depending on a number of factors, including the frequency, quantity, type and combination of substance used and when the use occurred. The effects can include low birthweight, central nervous system problems, growth retardation and mental retardation. These infants are difficult to care for, because they are often irritable, poor feeders, wakeful, lethargic or hyperactive. The first wave of drug-affected infants is currently in grade school, and although the long-range effects of this tragic problem are not yet known, the decreased attention spans of these children are creating early learning difficulties.

## MANY ACCIDENTAL CHILD DEATHS ARE PREVENTABLE

The child death rate for ages one to 14 remained stable at 32.8 per 100,000 children between 1988 and 1992. The tragedy behind these approximately 350 annual deaths is the fact that accidental injuries are the leading cause of child deaths, accounting for 38% of all deaths in 1991. For children under age 5, accidental deaths were most likely to occur from motor vehicle accidents, fires, drowning and suffocation. Firearms were the fourth leading cause of accidental death for children ages 5 through 14.

The shocking reality is that four of ten child deaths were due to accidents, many of which could have been prevented through adequate safety education, supervision and safety equipment. Prevention and outreach programs are often low priorities for funding, but the cost of our failure to implement such programs is witnessed in the avoidable deaths of hundreds of children.

## LOW IMMUNIZATION RATES MEAN RESURGENCE OF PREVENTABLE DISEASES

Immunization is a simple process with clearly identified results, but too many Missouri children do not receive timely vaccinations. The number of two-year-olds who completed their immunization series increased from 42.9% in the 1990-91 school year to 49.3% in 1992-93. While it is encouraging that this figure has increased by almost 15% in two years, it is unacceptable that only half of the state's two-year-olds are adequately immunized. Preventable childhood illnesses such as measles, mumps, whooping cough, and rubella are reappearing because children are not being vaccinated. The number of measles cases increased nationally over 500% between 1983 and 1991. Recent federal legislation will provide an influx of funds for vaccines and outreach programs, but only for low income families. Outreach is needed for parents at all income levels. Many parents fail to vaccinate their children because they are unaware of the potential seriousness of these childhood diseases. According to an April 1993 Gallup survey of 1,000 parents of young children, almost half did not know that polio is contagious and 36% did not know that measles can be fatal. Outreach does work - a recent immunization drive in Kansas City immunized more than 2,700 children in one weekend.

## **HUNGER IS DIFFICULT TO MEASURE, EASY TO ADDRESS - BUT PROGRAMS FALL SHORT**

No one knows how many Missouri children are hungry or malnourished. A recent study by Tufts University's Center on Hunger, Poverty and Nutrition Policy estimated that 17.8%, or 234,000, of Missouri's children were hungry in 1991. The signs of hunger can be seen in the increase in participation rates for Food Stamps, WIC and school breakfast programs. The number of children on Food Stamps increased by almost 15% in four years. More than half the children in eight counties, including the Bootheel region and St. Louis City, received Food Stamps. Missouri's school breakfast program increased its participation from 75,000 to 93,000 in one year, due to the passage of legislation increasing access.

The Women, Infant, and Children (WIC) supplemental food program provides food vouchers, health screenings and nutritional counseling for women and children who meet certain health risk factors. WIC participation in Missouri has increased significantly in recent years, yet as of February 1993 only 59% of the eligible population was served, including less than half of the eligible children ages 2 to 5. The significance of this increase is diminished, given that eligibility is restricted to women and children considered to have a medically diagnosed nutritional deficiency. Thousands of additional children do not have adequate diets but cannot qualify for WIC.

## **ARE MISSOURI'S CHILDREN SAFE FROM ABUSE AND NEGLECT?**

Every child deserves a life free of fear, a carefree childhood in which to grow and play. The reality for thousands of Missouri children is a dangerous, unsafe home. Abuse and neglect is increasingly damaging to Missouri's children. The rate of out-of-home placement for the most vulnerable of these victims has increased dramatically. A significant number of child deaths can be directly traced to abuse and neglect. The stresses of poverty and inadequate housing can cause children to be removed from their homes despite the best efforts of parents to keep the families together. Programs to prevent and respond to child abuse and neglect should be part of a larger continuum to support families and improve their economic status.

## **TOO MANY OF MISSOURI'S CHILDREN ARE MISTREATED**

Every day thousands of Missouri children grow up in unsafe environments due to abuse and neglect. In 1992, hotline calls for suspected abuse and neglect were reported on almost 80,000 children (the same child may be reported on more than once). Of the children reported, 17,096 were classified as "reason to suspect," indicating that abuse or neglect had occurred. Another 6,800 were "unsubstantiated but preventive service indicated," implying that potentially abusive signs were present. The reason to suspect rate of 21.5% in Missouri is among the lowest in the country.

Child neglect, defined as the failure to provide proper care and support, was the most frequent type of maltreatment. Poverty, inadequate housing and homelessness can be contributing factors that put children at risk despite their parents' best efforts to support them. The other most frequent categories for abuse and neglect victims were physical abuse, sexual maltreatment and educational neglect.

The reason to suspect rate per 1,000 children increased in Missouri by 2.4% between 1988 and 1992, representing an increase of 820 children. Across the state, more than half (67) of the counties experienced increasing reason to suspect rates. Pemiscot County had the highest rate (33.9 per 1,000), followed by Wright (33.6), Knox (33.4), Dunklin (32.1) and Taney (31.7). With the exception of Taney, these were among the poorest third of Missouri's counties. The lowest rates were also scattered throughout the state, including Chariton (1.7), Linn (2.6), Osage (2.6), Ste. Genevieve (3.9) and Stoddard (4.0).

Missouri's Child Protective Service system, like most states, concentrates on reporting and investigating procedures with little reference to supporting families and preventing child abuse. The CPS worker is put in an adversarial role with the family due to the emphasis on investigation and "building a case." Recognizing the limitations of the current system, pilot efforts are underway in several Missouri regions to design a continuum of prevention, family support, and family crisis services. This emerging approach, while continuing to protect children, would be perceived as more responsive to families instead of a threat.

## THOUSANDS OF CHILDREN ARE REMOVED FROM THEIR HOMES

Placement outside the family is a last resort for children who cannot safely remain in their homes. In 1992, 5,691 abused and neglected children entered or reentered out-of-home placement. Children also entered out-of-home placement due to serious emotional disturbances or delinquent behavior. The rate of entries per 1,000 children increased by 20% between 1988 and 1992. Over 12,000 children were in Division of Family Services care during Fiscal Year 1992. Once a child enters out-of-home care, it is often difficult to return quickly to his family. The average length of stay for a child in June 1993 was two years and two months, and four of ten children in alternative care had spent more than two years in placement.

In some instances children, especially in urban areas, enter out-of-home placement because of inadequate housing or homelessness. The number of children in St. Louis City separated from their parents because of these reasons almost doubled between 1990 and 1991. These placements can be directly traced to the devastating effects of poverty. In addition to poverty and housing issues, many Division of Family Service workers report that the effects of substance abuse by parents has destroyed families, and that drug-addicted parents are often unresponsive to intensive crisis intervention programs.

Sixty-seven counties experienced increasing rates of out-of-home care. The highest rate was found in Worth (16.4 per 1,000 children), followed by Shannon (15.0), Montgomery (13.3), McDonald (13.1) and Taney (12.9). The counties with the lowest rates, including Knox, Ralls, Andrew, Carroll, and Dent, all had rates of less than one per 1,000 children. St. Louis City doubled its rate of out-of-home placement, with over 500 more children removed from their homes in 1992 than in 1988. Jackson and St. Louis County experienced more modest increases, but together these two counties accounted for 150 more children entering care.

Out-of-home placements can be averted, allowing children to remain safely in their homes through intensive, home-based services called Family Preservation Services (FPS). FPS workers are available 24 hours a day and may spend up to 15 to 20 hours per week in the home. They work with two families at a time, teaching, counseling and providing linkages with necessary services. Missouri's FPS program is now statewide, and is an interagency initiative of the Departments of Social Services, Mental Health and Elementary and Secondary Education. Approximately 75% of the children who receive FPS remain safely in their homes one year following the six-week intervention.

## SUSPICIOUS CHILD DEATHS ARE NOW FULLY INVESTIGATED

Missouri is one of the leading states to investigate child fatalities on a systematic basis. As of 1992, Child Fatality Review Panels were established in each county to review all suspicious deaths to children under the age of 15. Of the deaths reviewed by the panel for the first nine months of 1992, four of ten (41%) children were not supervised at the time of injury. Children most likely to die from injuries, homicides and sudden unexplained death were those living with unmarried parents, with mothers having less than a high school education, and in environments marked by alcohol or drug use.

The number of substantiated child abuse and neglect fatalities confirmed by the Division of Family Services rose from 25 in 1989 to 46 in 1992, an 84% increase. This was the direct result of closer scrutiny of

these deaths through the review process. The projects data are being used to advocate for the implementation of a coordinated strategy to reduce injuries and preventable deaths, including parental education and identification of at-risk families.

## ARE MISSOURI'S CHILDREN ECONOMICALLY SECURE?

Children are the poorest age group in Missouri. Despite the declining child population, 30,000 more children slid into poverty in the past decade. Almost one of five children lives in poverty, and one of eight is poor enough to qualify for Missouri's extremely low welfare benefits. Minority and young children were particularly vulnerable to poverty.

The causes of child poverty are numerous and intertwined. The growth of low-paying jobs, the stagnation of family income, and the increase in part-time work, combined to make the 1980's a tragic decade for the economic well-being of children, especially for many in single-parent or minority families. Income support programs failed to provide an adequate safety net for these families.

It is time to realize that this is a state tragedy. Poverty is a destructive force that puts 225,000 Missouri children at greater risk for poor birth outcomes, school dropout, developmental difficulties and crime. We know the factors that place children at greater jeopardy for poverty. Parents who are unmarried, poorly educated or adolescents are likely to be poor. We also know some of the solutions, such as an adequate living wage, improved child support collection and improvement of safety nets. The daily stress of living in poverty and struggling for adequate living conditions is destroying too many families. Constructive, progressive solutions are needed so that one of every five children is no longer left behind.

## CHILDREN ARE THE POOREST GROUP OF MISSOURI'S CITIZENS

During the 1980's, children replaced the elderly as the poorest age group in Missouri. Both the number and percent of children in poverty increased. During the past decade, 30,000 children slid into poverty. By 1989, almost one of five children or 17.4% were considered poor. If all the 224,532 children in poverty lived in one location, they would create a city more populous than Greene County.

To be considered "poor," a family's income must be extremely low. A family of four earning more than \$12,674 per year in 1989 was not considered poor, according to federal poverty guidelines. These families, and thousands more near the poverty line, engage in a daily struggle to provide food, clothing and shelter for their children.

The percent of children in poverty increased over the past decade in 96 counties (see %CU18BP.GIF). Thirty-five counties had a poverty rate in 1990 greater than 25%. The counties with the highest poverty rates were the four Bootheel counties and St. Louis City. One of two children in Pemiscot County was poor. Many of the counties with high poverty rates also had large minority populations. Statewide, minorities were at a much greater risk for poverty. Four of ten African-American children in Missouri were poor. Children under the age of 5 were also more vulnerable. More than half of Missouri's counties experienced 25% or more of their young children in poverty.

The counties with the lowest percent of children in poverty in 1990 were suburban areas such as St. Charles (5.9%), Clay (7.2%), and St. Louis County (7.4%). However, even these counties experienced increases in the number and percent of children in poverty, demonstrating that child poverty knows no boundaries.

## ONE OF FOUR CHILDREN RECEIVES FOOD STAMPS

Children who receive Aid to Families with Dependent Children (AFDC) and Food Stamp benefits live in extreme poverty. The current maximum annual AFDC and Food Stamp benefits for a family of three are slightly over \$7,000, or 60% of the poverty line. Trying to support a family with \$7,000 for an entire year, given the costs of housing and food alone, is an almost impossible prospect. For example, the maximum Food Stamp benefit covers only one dollar per meal per person. Yet statewide, almost one of eight children (12.0%) received AFDC in 1992, and more than one of four (28.1%) received Food Stamps. Across the state, 88 counties increased the percentage of children who received AFDC, and 110 counties increased the percentage of those who received Food Stamps. The highest rates were found in St. Louis City and the Bootheel. In 1992, four of ten children received AFDC and the majority - two of three - received Food Stamps in St. Louis City.

## SLOW ECONOMY HURTS FAMILIES AND CHILDREN

The factors underlying the increase in child poverty during the 1980's are numerous and intertwined. They include a decreasing proportion of high paying jobs, a stagnant income level, an inadequate minimum wage, and a growth in part-time or part-year work.

The proportion of high-paying manufacturing and mining jobs in Missouri decreased, while lower-paying service jobs with fewer benefits became more widespread. Jobs in industries considered to be low-paying, including agricultural services, the wholesale and retail trade and service sectors, increased by 32% between 1980 and 1990. At the same time, the number of generally high-paying mining, manufacturing, construction, transportation and financial jobs experienced slower growth (12%). The result of the increase in low-paying jobs was a stagnant or deteriorating income level. The median household income increased only one percent in constant dollars in the 1980's, from \$26,114 to \$26,362. In more than half of Missouri's counties the median income actually decreased.

The unemployment rate in Missouri increased slightly from 5.7% in 1988 to 6.0% in 1992. However, a job does not necessarily remove the risk of poverty. The lack of an adequate living wage is a major factor in the number of poor working families. Full-time, minimum wage earnings leave a family of three \$2,700, or 23%, below the three-person poverty line.

Another detrimental trend is the increase in part-time or part-year work. While women traditionally filled this niche, increasing numbers of men are being forced into temporary or part-time "contingent" work as many large corporations downsize. More than 90% of the 365,000 new jobs created by U.S. companies in February 1993 were part-time positions taken by people who wanted to work full-time.

## SAFETY NETS FAIL TO HELP MOST VULNERABLE FAMILIES AND CHILDREN

The safety nets designed to prevent families from falling into poverty are inadequate. The maximum AFDC grant for a family of three in Missouri is currently \$292, which brings a family to only 30% of the poverty level. If full Food Stamp benefits are included, a family of three might reach 60% of poverty, still far below Missouri's median income. The Missouri AFDC benefit levels, which have not been increased since July of 1990, are actually 14% lower in constant dollars in 1992 than they were in 1988.

Many single parents could escape poverty if they received adequate levels of child support. Yet in Missouri, only 42% of the families that went through the Department of Social Services Child Support Enforcement Division in 1992 received any child support payment. Nationally, only 60% of eligible families were awarded child support payments in 1990; and only half of these received full payment. One-fourth of

eligible families received partial payment; one-fourth received nothing. Only 40% of custodial mothers with a child support order in 1990 had a provision for the child's private health insurance to be included in that order; one-third of these did not receive the mandated coverage.

In Missouri, the Child Support Enforcement Division estimated that 300,000 Missouri parents owed their children more than \$820 million in overdue child support in August 1992. When parents fail to provide for their children, society picks up the tab through public assistance. Nationally, 218,000 families left AFDC rolls in 1991 because they received child support.

## RISK FACTORS FOR POVERTY PROVIDE CLUES FOR SOLUTIONS

Identifying risk factors for child poverty leads to the development of appropriate strategies and programs to reverse the increasing poverty trend. These factors are a formula for poverty: mother lacks high school diploma; mother and father are not married; and mother is a teenager. Nationally, 79% of children in poverty and 58% of children in the lower half of their academic class experience all three of these risk factors. In 1992, almost half of the first births in Missouri (46.3%) had at least one of these three risk factors. Almost 8,000 first births had at least two risk factors, and almost 4,000 first births had all three. Not surprising, St. Louis City and the Bootheel counties of Pemiscot, Mississippi and New Madrid all had higher than average rates of vulnerable first births. Two southwestern counties, St. Clair and Hickory, also had many high-risk births.

## DO MISSOURI'S STUDENTS HAVE A SUCCESSFUL LEARNING PROCESS?

Early childhood education and parent education programs are needed, especially for low income children, to nurture school readiness and ensure that all children begin school on an equal footing. However, Missouri's Head Start and Parents as Teachers programs are currently funded to serve only three to four of every ten children who are eligible. Quality child day care has also become a top priority for the majority of Missouri's families, yet the supply of licensed care addresses less than 40% of the need.

The absence of a high school diploma has been linked to lower lifetime earnings, longer welfare stays, and even greater chances of incarceration. Almost one-quarter of Missouri's high school students do not graduate. Due to the 1993 Education Reform Plan, Missouri schools will receive a significant influx of funds phased in over the next four years. These additional dollars will address funding inequalities and improve the quality and accountability of the education system. Special attention needs to be paid to low income areas, such as St. Louis City, where less than half of public high school students are expected to graduate. More information is needed on school outcomes throughout the educational process.

## LICENSED CHILD DAY CARE SUPPLY DOES NOT MATCH NEED

Due to the increasing number of mothers entering the labor force, access to affordable, high quality child care is an urgent need. A conservative estimate is that 263,000 children under the age of 6 with both or only parent in the work force required child day care in 1990. This estimate does not include the thousands of children who require some kind of after-school care. In January 1993, Missouri had 95,650 licensed child care slots in 3,675 homes and centers, representing only 36.3% of the need. The remaining children may be in unlicensed facilities, unregulated small homes, or in relative care. Some of these alternatives may be adequate, but we do not know enough about the safety and quality of these environments.

Across the state there is a wide range of licensed child care capacity (see CCNEED93.GIF). The small metropolitan counties of Boone (Columbia), Cole (Jefferson City), and Greene (Springfield) are the most

successful in meeting the child care need, with licensed capacity at 71.7%, 68.5% and 57.2% of need respectively. In contrast, both Reynolds and Shannon Counties have no licensed facilities. Recent Missouri legislation requires that unlicensed religious child care facilities meet the same health and safety standards required of licensed facilities. This legislation will improve the safety of child care, but issues of affordability and accessibility remain. While women in the work force have made an important impact on the economy, the public and private sectors have yet to accommodate the changing family needs by providing or supporting quality child care.

## ARE MISSOURI'S STUDENTS READY TO ENTER SCHOOL?

The current buzzword, "school readiness," reflects the realization that in order to be successful in school, young children should begin their educational careers healthy and ready to learn. There is no comprehensive school readiness measure, although several components of a measure can be found by examining adequate prenatal care, low birthweight babies, early childhood education and care, family education and family income.

There is evidence that, in Missouri, supports are not in place to assure that all children are ready to enter school. Head Start is a preschool program that serves children in poverty in an attempt to provide them with the early socialization and education they need to start school on an equal footing with their more advantaged peers. Funded enrollment in Missouri in Fiscal Year 1991 was 11,348, only an estimated 32% of need. In addition, many of the available programs are not currently funded for full-day or full-year service, posing a challenge for poor families who have to work full-time. Recent federal legislation that provides increased appropriations for Head Start to improve program quality and expand services should ensure that more poor children get a fair start in school.

Missouri's new Education Reform Plan will allow the expansion of the Parents as Teachers program, which offers developmental screenings and parent education to help children from birth to kindergarten become ready to enter school. Currently, this nationally renowned program serves approximately 120,000 children but can only reach 40% of targeted families because of funding limitations. By the end of the decade, the program should be available to every family that requests its assistance.

## TOO MANY HIGH SCHOOL STUDENTS FAIL TO GRADUATE

High school completion is an important benchmark which often predicts future success. High school dropouts are twice as likely as graduates to be unemployed. Over the course of a lifetime, a dropout will earn on average \$200,000 less than a graduate. Missouri now measures its graduation rate as an estimate of high school completion. In the 1991-92 school year, the estimated completion rate for the state was 77.7%, a slight increase over the previous year's rate of 76.9%. The lowest rates of completion were found in St. Louis City, where less than half (45.6%) of all high school students were expected to graduate. Other counties with low rates included the southwestern counties of McDonald (61.8%), Jasper (66.1%) and Laclede (68.0%), and the east central county of Washington (65.2%). Some of the highest rates were found in northern counties such as Chariton (100%), Worth (100%), Knox (96.6%) and Nodaway (95.3%) (see HSCR9192.GIF).

Children who live in poverty and who live with one or neither parent are more likely to drop out of school. Providing more support and guidance to these families is essential. The reasons students cite for dropping out also provide clues for intervention strategies. According to the National Education Goals Panel survey, the top reason for dropping out was dislike of school, followed by failure and inability to keep up. Pregnancy or becoming a parent was also a key factor, especially for African-American girls. When asked what would help them return to school, dropouts expressed the desire for tutoring help and night or evening

classes. Many expressed doubt they could graduate or that returning to school would help them get a job. These findings suggest that many adolescents cannot perform adequately in school, do not have the support to reverse their feelings of failure and frustration, and do not recognize the long range benefits of education.

## COLLEGE PREPARATION INDICATORS SHOW SOME IMPROVEMENT

According to the National Education Goals Panel, a critical goal in the next decade is to strengthen students' knowledge of science and mathematics in order to prepare for the high technology jobs that are a growing part of the world economy. In Missouri, over 95% of public high school students took Algebra I courses in 1991, but only 63% took Algebra II. Only a small minority (10%) took Calculus courses, primarily because they are available in only one-third of Missouri's high schools. Similarly, the science courses dropped off as the sequence progressed: 91% took Biology; only half took Chemistry and less than one-fifth took Physics. On a positive note, these percentages have risen slightly since the Panel began collecting data in 1989.

College entrance examination scores have also risen steadily in the past five years, and Missouri students score above the national average. The average Scholastic Aptitude Test (SAT) in Missouri increased from 990 in 1987-88 to 1,004 in 1991-92. This is in contrast to a declining national rate during those same years. The majority of Missouri's college-bound students take the American College Test. Their average scores improved from 19.1 to 21.0 in Missouri. Nationally ACT scores increased from 18.8 to 20.6.

## NEW HOPE FOR MISSOURI'S SCHOOLS

In the 1993 session, Missouri's legislature passed an Education Reform Plan that will provide \$415 million to Missouri schools. This increase will equalize per-student spending across the 538 school districts. Funding will also be used to improve the quality of education through reduction in class size, improved teacher training, expansion of the Parents as Teachers program, strengthening of vocational education, and technology upgrades. Accountability will be increased through the adoption of state standards, which will be used in conjunction with a tracking system to measure the performance of each school. School performance will be on public record, and outstanding schools will be rewarded.

Another important trend involving the educational process is the development of school-linked services. The needs of today's children are multi-faceted, crossing the disciplines of health, social services, mental health and education. However, the systems responsible for the needs of children are often fragmented. School-linked programs aim to provide "one-stop" shopping for all of these services, located at or in conjunction with the school. The Walbridge Caring Communities Program in St. Louis is an interagency school-linked program that has received national attention for its comprehensive community approach. Walbridge Caring Communities services are designed to celebrate and build on the strengths of African-American culture. Services include case management, intensive home-based crisis intervention, treatment programs for troubled youth, substance abuse counseling, school nursing services, job training and placement, tutoring and a food bank.

## SUMMARY: DO KIDS REALLY COUNT IN MISSOURI?

An examination of facts about children's economic situations, health, education and safety status reveals that children do not count enough. Too many children are growing up poor, unhealthy and vulnerable to abuse. Too many of our teenagers are damaged by pregnancy, school dropout and violent crime.

Children are now the poorest age group in Missouri. Parents' loss of high-paying jobs, the stagnation

of family income, and the growth in part-time positions combined to make the 1980's a tragic decade for the economic well-being of children. Those in single-parent or minority families were especially vulnerable. Income support programs failed to provide a safety net for many families. The devastating impact of poverty is found throughout the KIDS COUNT in Missouri 1993 Report. Poor children are at greater risk for health, developmental and educational setbacks.

- The rate of child poverty increased by almost 20% over the past decade. There are 225,000 poor children in Missouri - more than the entire population of Greene County.
- The number of children living in single-parent families increased by almost 25%. Half of all children in single-parent families are poor.
- One of eight Missouri children receives Aid to Families with Dependent Children (AFDC) benefits. One of four receives Food Stamps.
- AFDC benefits, in combination with Food Stamps, only bring families to 60% of the poverty level.
- Less than half the families registered with the state Child Support Enforcement program receive any payments.

The health trends for Missouri's children are mixed, yet in an era of advanced medical technology and sophisticated health care facilities, some improvement is not good enough.

- The infant mortality rate decreased by almost 7 percent.
- The low birthweight rate increased by almost 6 percent. Many of the infants who would have died ten years ago are now being kept alive by drug and medical technology, and are the low birthweight infants of today.
- The child death rate has remained stable. Four of ten childhood deaths are accidental and could have been prevented.
- Half of Missouri's two-year-olds are not properly immunized, leaving them at greater risk for childhood diseases such as polio, measles and diphtheria.

Quality early childhood education and care programs are essential, as two-thirds of Missouri mothers with young children are now in the labor force. Such programs also foster school readiness. However, licensed child care programs such as Head Start and Parents as Teachers are currently able to serve less than four of ten eligible and needy children.

While we do not know enough about the benchmark outcomes for school-age children, we can see the end results. Almost one-fourth of all students will not graduate from high school, which increases their chances for a lifetime of lower earnings.

Missouri's children are also at great risk for abuse and neglect. There were over 17,000 child abuse victims in 1992, and almost 6,000 children were removed from their homes to ensure their safety. At least 46 children died as a result of abuse or neglect.

Missouri's adolescents are facing dangers that many previous generations never imagined.

- One of every ten infants in Missouri is born to a single adolescent.
- One of every ten teens is "idle" - not in school, the labor force or the armed services.
- Over 300 teens died violently in 1991, almost half due to traffic accidents.
- The number of annual referrals to Missouri's juvenile courts increased by 77% between 1983 and 1990.

## MANY AFRICAN-AMERICAN CHILDREN ARE IN JEOPARDY

African-American children and adolescents face much greater risks than their Caucasian peers.

- Four of ten African-American children are poor.
- In St. Louis City, where almost two-thirds of the children are African-American, four of ten children receive AFDC and two of three receive Food Stamps. Less than half of all high school students are expected to graduate. Almost one-quarter of all births are to single teens.
- Infant mortality, low birthweight and inadequate prenatal care rates for African-American women and children are more than twice that of Caucasian women and children.
- Homicide rates for African-American youth, especially males, are several times higher than rates for Caucasian youth.

## LIVING IN THE BOOTHEEL OR ST. LOUIS CITY MEANS HIGHER RISKS

While the overall findings for Missouri's children are troubling, in some regions the facts about children are particularly alarming. Living in St. Louis City and the Bootheel counties, especially in Pemiscot, places children at higher risk for poverty, abuse and low birthweight. It is difficult to separate the regional effects from other factors, as the Bootheel counties and St. Louis are also areas of high minority concentration and high poverty. It should be noted that data for St. Louis City and County are reported separately. However, Jackson County data include both Kansas City and the surrounding suburban areas, so the effects of living in the city are diluted statistically.

## WE NEED TO INVEST IN OUR CHILDREN

The theme that runs through this entire report is the lack of adequate prevention programs and the high cost of this omission. The lack of prenatal care is the single best predictor of low birthweight infants, who in turn account for two-thirds of all infant deaths. Yet many women, especially African-Americans, do not have access to adequate care. Almost four of ten child deaths are due to preventable accidents. Better health care, less child abuse, fewer violent crimes, and fewer deadly accidents are just some of the positive outcomes we can expect for children if we increase our investment at the front end. Investing in our children is economically sound.

- The average cost for the delivery and neonatal care of a low birthweight baby is approximately \$15,000, compared with \$4,300 for a mother's prenatal care and delivery of a healthy baby.
- Each dollar spent on childhood immunizations is estimated to save ten dollars on later medical costs.
- Each dollar spent on quality preschool education such as Head Start is estimated to save at least three dollars in later special education, crime, welfare and other costs.

## TOGETHER WE CAN MAKE KIDS COUNT

Behind the statistics lie the faces: the face of a child who cries because he does not have a home or enough to eat; the grim face of an adolescent whose childhood has evaporated on the violent streets of her neighborhood.

Behind the faces lie the questions: How did conditions become so devastating? Whose responsibility is it? And most important, how will we work together to improve the lives of children in Missouri?

The vulnerable conditions of Missouri's 1.3 million children are the combined result of many ominous trends.

The economy was hard on families with children during the 1980's. Manufacturing jobs evaporated and were replaced by lower-paying service sector jobs. Family wages stagnated while costs of living increased.

At the same time, the government withdrew much of its support for income support, housing and other programs for low-income individuals. The urge to help became the urge to blame; the War on Poverty evolved into the War on the Poor.

Racism plays a significant role in today's crisis. St. Louis City, Kansas City and the Bootheel counties, all of which contain high percentages of African-Americans, are among the worst places for children to grow up. Economic changes are particularly devastating for the African-American community, yet few attempts are made to make a place for them in the changing economy. The result is that poverty, violence and death are daily occurrences.

The effects of sexism cannot be ignored. While mothers entered the work force in record numbers, society's ambivalence is evident in its failure to demand and support an adequate supply of high quality child care. As a result, many women work part-time or part-year because of family responsibilities. Women's wages lag behind the salaries of men, and less than half the women owed child support receive any payment.

We can all make KIDS COUNT in Missouri. We have to start caring. We have to start believing that the facts of today are not irrevocable. We have to start working together:

- With our families, to show our children that we care by teaching them the importance of hard work, responsibility, caring and values;
- With our schools, to provide the best possible education for every student;
- With our communities, to make our own neighborhoods safe and supportive;
- With our workplaces, to advocate for adequate wages and family-friendly policies;
- With our governments, to let elected officials know that children are our number one priority and to demand that they pass laws and policies supporting families and children; and
- With our human and health service systems, to develop integrated networks that are an aid, not a barrier to children and families.

It is not too late to make a difference - if the countdown to improvement begins today.

"We are guilty of many errors and many faults but our worst crime is abandoning our children, neglecting the fountain of life. Many of the things we need can wait. The child cannot. Right now is the time his bones are being formed, his blood is being made, and his senses are being developed. To him we cannot answer 'Tomorrow.' His name is 'Today.'" - Gabriela Mistral

## WHAT WE DON'T KNOW NOW - AND NEED TO KNOW FOR THE FUTURE

The information presented in this report is limited to recent, readily available data, reported on a county-specific basis. This picture of Missouri's children is incomplete, however. Recognizing what we do not know is as important as what we do know - so we can fill in our knowledge gaps for a more complete understanding of children's well-being. We need to determine appropriate and comprehensive ways to measure outcomes such as health, mental health and school readiness. In addition to determining appropriate benchmarks, the accuracy, reliability and reporting of information needs enhancement. There are many questions left unanswered.

Immunizations - How many children in each county receive their vaccinations? Are rural or urban children more likely to receive timely immunizations?

Mental health - What is the mental health status of our youth? Is the need for services being met?

Educational readiness and performance - Are Missouri's children ready to begin school? How do they perform throughout their grade and middle school years? How successful are non-college bound students in the work force? How do Missouri's high school graduates perform in post-secondary education?

Hunger - How many Missouri children are lacking adequate or appropriate diets?

Drug and alcohol use - What are the trends for substance abuse and abuse by children and adolescents? Is the need for prevention and treatment programs being met?

Health status - Are Missouri's children healthy? How many children are without adequate health insurance coverage?

Adolescent employment - What are the trends in adolescent employment? Are teens working because of economic necessity or to earn more discretionary income?

## MISSOURI'S NATIONAL RANKING IN KEY CHILD WELFARE INDICATORS

<u>Category</u>	<u>Data</u>	<u>Rank*</u>
Percent low birth weight babies 1990	7.1%	26
Infant mortality rate (per 1,000 live births) 1990	9.4	30
Child death rate ages 1-14 (per 1,000 children) 1990	32.8	34
Percent of all births to single teens 1990	10.1%	38
Juvenile violent crime arrests rates ages 10-17 (per 1,000 youths) 1991	567	45
Percent graduatung from high school 1990	70.3%	32
Percent teens not in school or labor force Ages 16 to 19 1990	4.4%	24
Teen violent death rate Ages 15 - 19 (per 1,000) 1990	81.6	40
Percent Children in Poverty 1989	17.6%	24
Percent children in single-parent families 1990	22.3%	23

\*The highest/best rank for a state is one(1); the lowest/worst rank is fifty-one (51).

# CHILD ABUSE AND NEGLECT DEATHS

*This information was reprinted with permission of the Department of Health, Division of Health Resources.*

This report focuses on the forty-three child abuse and neglect (CA/N) deaths reported through the surveillance system in 1992. For a more general report of the results of the CFRP in its first year, see the Missouri Child Fatality Review Project, Annual Report, November, 1993, available from the Department of Social Services. State Technical Assistance Team.

A total of 1,079 child deaths were reported in 1992 through the CFRP system. This includes deaths in Missouri of children age 0-14 years, but not deaths whose causes originated outside the state (e.g., a child who dies in a Missouri hospital of an injury sustained out of state).

Forty-three (4.0 percent) of the 1,079 CFRP deaths were identified as CA/N deaths, either by the Division of Family Services (DFS) or by court adjudication. (A total of 44 CA/N deaths were substantiated for 1992, but one of those deaths involved a child whose death was outside the state of Missouri.) The causes of the 1,079 deaths, as reported by the death certificates are shown in Table 1.

Table 1  
Total Child Deaths Age 0-14 by Causes: Missouri 1992

CAUSE	NUMBER	PERCENT
Child Abuse & Neglect <sup>1</sup>	43	4
Injury (including homicide and suicide)	174	16
Sudden Infant Death Syndrome (SIDS)	114	11
Pending or undetermined	13	1
Other non-injury causes	735	68
<b>TOTAL</b>	<b>1,079</b>	<b>100</b>

<sup>1</sup>Substantiated by DFS investigation or court adjudication

The death certificate alone is inadequate for identifying child abuse and neglect deaths. Death certificates infrequently list abuse or neglect as a cause of death; only fourteen (33 percent) of the 43 CA/N deaths were so identified in 1992. Additionally, child abuse is, by definition of the Department Social Services, committed by a person responsible for the care, custody, and control of the child, and perpetrators of homicide are not named on death certificates.

Not all child abuse/neglect deaths are homicides. Whereas death resulting from physical abuse would likely be classified as homicide (death from purposeful injury), a death from medical neglect probably would not. Similarly, not all homicides involving children are child abuse/neglect deaths. Because child abuse is committed by a caretaker, homicides committed by non-caretakers are not considered child abuse. In 1992, 20 children died from homicides committed by non-caretakers. Together with the 43 CA/N deaths, then, a total of 63 children died as a result of homicide, child abuse or neglect.

As noted above, child abuse and neglect deaths can occur in a variety of ways. They are organized in this report according to whether they involve injury or non-injury causes, and whether the injuries are inflicted by caretakers or result from injuries related to poor supervision or neglect.

An inflicted injury results from some force being applied by someone, whether or not the intent is to do mortal injury. Of the 43 CA/N deaths, the CFRP data report 14 (44 percent) as resulting from inflicted injuries (Table 2). The most frequent type of inflicted injury causing child deaths in 1992 was shaking the child, of which there were nine cases.

**Table 2**  
**Substantiated Child Abuse/Neglect Deaths by Cause: Missouri 1992**

CAUSES	NUMBER	PERCENT
<b>Deaths Due to Inflicted Injury</b>	<b>19</b>	<b>44%</b>
Child shaken	9	21%
Struck or beaten	5	12%
Strangled or suffocated	2	5%
Other inflicted injury	3	7%
<b>Deaths Due to Uninflicted Injury</b>	<b>13</b>	<b>30%</b>
Burned in house fire	4	9%
Unattended child with matches, burned	2	5%
Suffocated in crib or bed	2	5%
Drowned in bathtub	2	5%
Motor vehicle collision	1	5%
Other uninflicted injury	2	5%
<b>Deaths Due to Other Causes, Non-Injury</b>	<b>11</b>	<b>26%</b>
Malnutrition	3	7%
Medical neglect	2	5%
Other lack of care	2	5%
Other	4	9%
<b>TOTAL</b>	<b>43</b>	<b>100%</b>

An uninflicted injury results from some cause other than force being applied by a person; one example would be a child who is injured while not being properly supervised. Although such an injury might be labeled accidental, the fact that it has been identified as a CA/N death indicates that behavior has occurred which has been judged to constitute child abuse or neglect. Thirteen (30 percent) of the CA/N deaths resulted from uninflicted injuries. The most frequent causes were burns, which caused six deaths.

CA/N deaths not due to injuries result from neglect or patterns of inadequate care and supervision of children. Examples include deaths resulting from malnutrition and deaths from illnesses for which proper care was not given. Table 2 shows seven deaths (16 percent) due to medical neglect, malnutrition, or other lack of care.

The CFRP data collection forms provide information regarding supervision at the time of the death or fatal injury event. As an operational definition, a child death may involve lack of supervision under any of the following conditions: the deceased child was under the supervision of a child at the time of death or injury event; the person in charge of the child was asleep at the time of the death (except during normal sleeping hours); or the injury was unwitnessed. Using this definition, 20 (63 percent) of the injury deaths and 2 (18 percent) of the non-injury deaths occurred while the child was unsupervised.

The overall rate of deaths related to child abuse or neglect is 3.9 per 100,000 population (Table 3). Rates by race vary widely, ranging from 13.3 in the black population to 2.3 in the white population. This represents a relative risk coefficient of 5.8 (13.3/2.3).

As Table 4 shows, the youngest children are at greatest risk for CA/N deaths. Infants below age one have a risk six times greater (31.6/5.2) than children with the next highest rate, those age 1-4 years.

Child abuse and neglect death rates varied significantly by geographic region but not by gender in 1992. The rates were 4.5 for males and 3.3 for females, 4.6 for the metro areas and 2.4 for the non-metro areas.

The number of child abuse and neglect deaths for one year is too small for conclusive analysis of risk factors. From these preliminary data, however, it appears that some demographic groups are at greater risk of child abuse and neglect. As CFRP data accumulate, they should lead to a better understanding of child abuse deaths and provide a solid foundation for developing intervention programs.

**Table 3**  
**Rate of CA/N Deaths per 100,000 Population by Race: Missouri 1992**

	Black		White		Total	
	n	rate	n	rate	n	rate
<b>Injury, inflicted</b>	<b>10</b>	<b>6.6</b>	<b>8</b>	<b>0.9</b>	<b>19</b>	<b>1.7</b>
<b>Injury, not inflicted</b>	<b>4</b>	<b>20.6</b>	<b>8</b>	<b>0.9</b>	<b>13</b>	<b>1.7</b>
<b>Neglect</b>	<b>3</b>	<b>2.0</b>	<b>4</b>	<b>0.4</b>	<b>7</b>	<b>0.6</b>
<b>Other</b>	<b>3</b>	<b>2.0</b>	<b>1</b>	<b>0.1</b>	<b>4</b>	<b>0.4</b>
<b>TOTAL</b>	<b>20</b>	<b>13.3</b>	<b>22</b>	<b>2.3</b>	<b>43</b>	<b>3.9</b>

\*Because only one case was neither black nor white, it was not displayed in the table but was included in the Total column.

**Table 4**  
**Rate of CA/N Deaths per 100,000 Population by Age: Missouri 1992**

	</year		1-4 years		5-14 years		Total	
	n	rate	n	rate	n	rate	n	rate
Injury, inflicted	13	16.4	5	1.7	1	0.1	19	1.7
Injury, not inflicted	2	2.5	9	3.1	2	0.3	13	1.2
Neglect	7	8.8	0	0.0	0	0.0	7	0.6
Other	3	3.8	1	0.3	0	0.0	4	0.4
<b>TOTAL</b>	<b>24</b>	<b>31.6</b>	<b>15</b>	<b>5.2</b>	<b>3</b>	<b>0.4</b>	<b>43</b>	<b>3.9</b>

<sup>1</sup>Ewigman, Bernard; Kivlahan, Coleen; Land, Garland: "The Missouri Child Fatality Study: Underreporting of Maltreatment Fatalities Among Children Younger than Five Years of Age, 1983 Through 1986". *Pediatrics*, 1993; 93:330-337.

**MISSOURI JUVENILE AGE POPULATION**  
**1990 CENSUS DATA**

County	Total Population	Total Under 17	White Males	White Females	Total White	Black Males	Black Females	Total Black	Amerind Males	Amerind Females	Total Amerind	Asian Males	Asian Females	Total Asian	Other Males	Other Females	Total Other	Hispan Males	Hispan Females	Total Hispan
ADAIR	24,577	4680	2288	2327	4615	12	14	26	3	8	11	12	10	22	6	10	16	19	31	50
ANDREW	14,632	3740	1904	1803	3707	2	6	8	6	5	11	3	5	8	2	4	6	17	18	35
ATCHISON	7,457	1585	827	742	1500	0	4	4	1	0	1	0	0	0	7	4	11	8	11	19
AUDRAIN	23,599	5900	2772	2802	5374	226	241	467	4	5	9	15	18	33	8	9	17	17	14	31
BARRY	27,547	6569	3358	3086	6424	3	1	4	48	44	92	21	13	34	6	9	15	28	33	58
BARTON	11,312	2637	1441	1341	2782	2	2	4	26	12	38	3	7	10	1	2	3	12	10	22
BATES	15,025	3732	1916	1781	3677	11	10	21	15	9	24	2	2	4	5	1	6	20	26	46
BENTON	13,850	2783	1456	1301	2757	2	1	3	8	5	13	0	1	1	5	4	9	14	8	22
BOLLINGER	10,619	2633	1332	1276	2808	2	0	2	4	7	11	2	10	12	0	0	0	17	11	28
BOONE	112,379	24224	10459	10218	20677	1359	1267	2646	61	54	115	332	315	647	72	67	139	162	164	326
BUCHANAN	63,063	20344	9863	9297	19160	441	390	831	45	30	75	50	47	97	66	95	181	304	293	597
BUTLER	36,765	9363	4408	4134	8542	391	334	725	18	13	31	22	20	42	14	9	23	46	31	77
CALDWELL	8,380	2073	1016	1048	2064	3	3	6	0	1	1	0	0	0	1	1	2	10	15	23
CALLAWAY	32,808	8128	3078	3710	7686	180	179	359	7	9	16	24	14	38	17	12	29	27	32	59
CAMDEN	27,495	5997	3016	2626	5642	5	5	10	19	11	30	5	5	10	2	3	5	29	39	68
CAPE GIRARDEAU	61,633	13866	6302	6185	12067	538	488	1024	10	9	19	39	44	83	19	24	43	39	49	88
CARROLL	10,748	2654	1301	1270	2571	32	38	68	0	1	1	1	0	1	6	7	13	7	11	18
CARTER	5,515	1443	760	669	1429	1	0	1	7	5	12	0	1	1	0	9	0	4	7	11
CASS	63,608	17590	8738	8308	17044	113	129	242	60	58	116	31	57	88	55	45	100	169	171	340
CEDAR	12,093	2648	1339	1279	2618	0	0	0	6	11	17	0	4	4	2	7	9	8	18	28
CHARITON	8,202	2270	1084	1115	2179	39	43	82	2	2	4	1	0	1	1	3	4	1	2	3
CHRISTIAN	32,644	8848	4512	4200	8712	12	5	17	35	26	61	12	15	27	16	15	31	43	52	98
CLARK	7,547	1952	1015	932	1947	0	0	0	2	0	2	0	1	1	1	1	2	5	5	10
CLAY	153,411	37407	18123	17477	35600	442	421	863	118	111	227	176	100	345	181	181	372	596	588	1184
CLINTON	16,595	4395	2136	2071	4207	60	51	111	13	10	23	5	3	8	10	6	16	30	32	62
COLE	63,579	15061	7311	6902	14213	336	344	680	33	23	56	30	32	62	16	34	50	68	62	128
COOPER	14,835	3417	1808	1556	3164	108	110	216	11	5	16	2	4	6	5	10	15	23	16	39
CRAWFORD	19,173	4684	2469	2383	4872	1	1	2	2	5	7	4	5	9	2	2	4	18	16	34
DADE	7,449	1786	888	880	1746	1	3	4	9	17	26	3	3	6	2	2	4	22	14	38
DALLAS	12,646	3213	1654	1515	3189	1	8	7	17	13	30	2	3	5	1	1	2	11	12	23
DAVIES	7,005	1897	989	984	1973	0	0	0	8	8	17	1	4	5	0	2	2	8	8	18
DEKALB	9,967	2017	1035	934	1900	0	0	0	3	1	4	3	6	9	2	3	5	7	9	18
DENT	13,702	3399	1723	1632	3355	0	1	1	14	3	17	11	4	15	8	3	11	26	14	40
DOUGLAS	11,878	2998	1521	1445	2966	1	0	1	15	7	22	2	2	4	3	2	5	15	20	35
DUNKLIN	33,112	8216	3593	3413	7006	550	581	1140	12	7	19	17	12	29	13	9	22	43	27	70

County	Population	Total	Total	White	White	Total	Total	Black	Black	Total	Amerind
		Under 17		Males	Females	White		Males	Females	Black	Males
FRANKLIN	60,003	21004	11067	10379	21268	120	64	214	24	74	21
GASCONADE	14,006	3266	1645	1637	3232	2	2	4	3	2	2
GENTRY	6,045	1504	817	702	1579	0	2	2	4	4	4
GREENE	207,949	45007	22065	20644	45039	526	479	1055	108	151	12
HENRY	20,004	4526	2077	2152	4499	46	26	72	72	202	10
HICKORY	7,335	1331	885	600	1315	2	1	3	3	304	6
HOLT	6,034	1442	747	681	1428	2	0	2	2	4	10
HOWARD	9,031	2259	1067	967	2084	67	82	178	178	16	6
HOWELL	31,447	7782	3973	3672	7685	17	12	29	29	64	6
IRON	10,728	2077	1334	1308	2062	8	12	20	20	20	10
JACKSON	603,222	152000	63667	61027	16454	21473	20532	42235	42235	339	105
JASPER	90,465	21055	10885	10213	20888	167	160	355	355	304	12
JEFFERSON	171,360	4671	24005	23007	47702	201	179	393	393	304	10
JOHNSON	42,614	9008	4740	4241	8661	314	329	643	643	500	10
KNOX	4,462	1003	520	475	995	1	1	2	2	2	10
LACLEDE	27,158	6827	3640	3284	6824	15	9	24	24	24	10
LARAYETTE	31,107	7780	3861	3570	7451	114	124	248	248	248	10
LAWRENCE	30,238	7022	3650	3538	7488	1	3	9	9	9	10
LEWIS	10,223	2263	1121	1053	2174	47	48	95	95	95	10
LINCOLN	26,982	6266	4202	3929	6031	93	82	175	175	175	10
LINN	13,885	3269	1868	1610	3218	17	13	32	32	32	10
LIVINGSTON	14,982	3464	1757	1677	3412	23	29	52	52	52	10
MC DONALD	16,938	4589	2253	1968	4239	0	2	2	2	2	10
MACON	15,348	3548	1744	1688	3413	85	80	15	15	15	10
MADISON	11,127	2685	1367	1270	2657	2	3	107	107	107	10
MARIES	7,978	1948	963	851	1924	11	11	21	21	21	10
MARION	27,982	7132	3457	3222	6059	7	7	37	37	37	10
MERCER	3,723	794	417	374	761	0	0	14	14	14	10
MILLER	20,700	6467	2780	2650	6460	10	10	40	40	40	10
MISSISSIPPI	14,442	3628	1483	1385	2018	564	4	24	24	24	10
MONITEAU	12,288	3205	1628	1561	3168	1	1	31	31	31	10
MONTROE	8,104	2077	1163	1070	2259	4	4	15	15	15	10
MONTGOMERY	11,395	2622	1377	1346	2722	2	2	14	14	14	10
MORGAN	15,874	3403	1753	1564	3347	21	21	52	52	52	10
NEW MADRID	20,928	5760	2114	4428	5760	41	41	98	98	98	10
NEWTON	44,445	11053	5468	5157	10633	10	10	107	107	107	10
NOBWAY	21,709	4860	2334	2261	4865	10	10	107	107	107	10
OREGON	9,470	2066	966	966	2066	10	10	107	107	107	10

County	Total	Total	White	White	Total	Black	Black	Total	Armed	Armed	Total	Asian	Asian	Total	Other	Other	Total	Hijen	Hijen	Total
	Population	Under 17	Males	Females	White	Males	Females	White	Males	Females	White	Males	Females	White	Males	Females	White	Males	Females	
OSAGE	12,018	3134	1611	1502	3113	4	2	1162	1	0	3	0	0	0	0	0	0	0	0	16
OZARK	8,593	1867	850	900	1860	1	0	1162	1	0	2	1	1	3	4	2	2	4	4	14
PEMISCOT	21,921	6369	2060	1919	3976	1191	2	5	7	3	4	2	1	1	0	0	0	0	0	16
PERRY	16,948	4416	2297	2075	4372	1191	2	5	7	3	4	2	1	1	0	0	0	0	0	16
PETTIS	35,437	8747	4296	3972	8268	185	170	364	17	11	20	24	25	25	25	25	25	25	25	33
PHelps	35,249	7629	3645	3661	7608	72	43	115	18	15	20	20	20	20	20	20	20	20	20	20
PIKE	15,989	4108	1853	1855	3941	107	120	227	9	13	22	22	22	22	22	22	22	22	22	22
PLATTE	57,867	13368	6214	6623	13547	182	161	373	82	50	82	82	82	82	82	82	82	82	82	82
POLK	21,828	6042	2630	2332	4662	6	1	7	10	22	9	10	10	10	10	10	10	10	10	10
RANDOLPH	24,370	5775	2710	2638	5346	203	151	354	7	17	24	13	15	15	15	15	15	15	15	15
RAY	21,971	5614	2675	2768	5743	45	63	88	17	26	2	10	10	10	10	10	10	10	10	10
REYNOLDS	6,961	1867	856	794	1850	1	0	0	1	4	1	1	1	1	1	1	1	1	1	1
RIPLEY	12,303	3061	1521	1527	3048	0	3	3	3	3	3	3	3	3	3	3	3	3	3	3
ST. CHARLES	21,807	6134	3004	2953	58005	879	864	1733	92	71	217	217	217	217	217	217	217	217	217	217
ST. CLAIR	8,457	1842	919	913	1832	518	427	5	4	0	0	0	0	0	0	0	0	0	0	0
ST. FRANCIS	16,937	4259	2185	2022	4277	5	4	0	0	0	0	0	0	0	0	0	0	0	0	0
ST. LOUIS	983,529	231323	94438	86250	100008	21260	2144	42284	42	12	12	12	12	12	12	12	12	12	12	12
SALINE	23,323	8868	3638	2547	5185	170	181	321	5	5	5	5	5	5	5	5	5	5	5	5
SCHUYLER	4,238	864	503	469	972	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SCOTLAND	4,022	1154	615	536	1151	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SCOTT	30,376	10551	4686	4346	9003	701	731	1482	10	20	2	1	1	1	1	1	1	1	1	1
SHANNON	7,613	1809	970	927	1897	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SHELBY	6,942	1864	841	833	1674	8	7	15	3	3	3	3	3	3	3	3	3	3	3	3
STODDARD	20,895	6709	3063	3198	6599	88	47	162	6	6	11	11	11	11	11	11	11	11	11	11
STONE	10,078	3018	1913	1848	3759	1	2	3	24	14	14	14	14	14	14	14	14	14	14	14
SULLIVAN	6,328	1301	674	621	1285	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TANEY	25,561	4064	2259	2350	4017	2	2	1	1	1	1	1	1	1	1	1	1	1	1	1
TEXAS	21,716	6060	2806	2641	5646	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
VERNON	19,041	4714	2375	2263	4659	7	1	1	2	2	2	2	2	2	2	2	2	2	2	2
WARREN	19,534	5254	2567	2487	5054	98	24	24	18	18	18	18	18	18	18	18	18	18	18	18
WASHINGTON	20,390	5716	2979	2867	5948	24	0	0	0	0	0	0	0	0	0	0	0	0	0	0
WAYNE	11,563	2578	1354	1205	2559	1	2	2	2	2	2	2	2	2	2	2	2	2	2	2
WEBSTER	21,753	6064	3225	3064	6579	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
WORTH	2,440	505	306	252	558	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
WRIGHT	16,788	4451	2274	2108	4362	7	17	23	23	23	23	23	23	23	23	23	23	23	23	23
ST. LOUIS CITY	306,065	84685	17661	17071	34622	26232	20147	80370	97	95	182	40	40	0	0	0	0	0	0	0
MISSOURI	5,117,073	1246324	541010	511115	1052125	65176	63693	106009	2780	2517	5306	5612	5520	11132	3924	3766	10599	9851	20210	14

---

## Section 3

# MISSOURI JUVENILE CRIME ANALYSIS

---

### INTRODUCTION

As a part of Missouri's 3-Year Plan for the expenditure of federal Juvenile Justice and Delinquency Prevention Act funds, the Department of Public Safety and the State Juvenile Justice Advisory Group reviewed and analyzed referrals to Missouri's juvenile courts during the period 1990 to 1992. The data used in this analysis were reported by each of Missouri's forty-four juvenile courts to the Missouri Statewide Information System. This system is operated and maintained by the Department of Social Services and the Division of Youth Services as required by §219.016 Missouri Revised Statutes.

The information collected from the juvenile court is intended to present a picture of the nature and extent of youth referred to the State's juvenile court system. The following is a summary of the type of information collected:

- a) Demography (gender, race, age, etc.)
- b) Reason for referral (law violation, status offense or child abuse/neglect)
- c) Source of referral (police, schools, family, etc.)
- d) Types of pre-hearing placements (secure detention, shelter care, foster care, etc.)
- e) Length of pre-hearing placement
- f) Dispositions (out-of-home placements, probation, waiver, dismissal, informal adjustment, transfer, etc.)
- g) Type of out-of-home and in-home services received

(A copy of the data collection form is included in the appendix of this document.)

For the purpose of presenting a review of our analysis, we have divided this section into three parts. Part I provides a look at the number of referrals to the juvenile court, what the referral is for, who is being referred and who is making the referral. Part II describes the use of pre-hearing placements including type and length. Part III examines the dispositions, or decisions, that are made by the juvenile court for each referral.

All referrals have been grouped and examined by race, gender, age and type of referral. The following are definitions for each referral category:

**Violent Offenses** - Crimes against persons to include: homicide, rape or other sexual offenses punishable as a felony, kidnapping, assault, robbery, burglary, extortion accompanied by threats of violence and arson.

**Non-Violent Offenses** - Any other act classified as criminal by the Missouri Criminal Code in §565.577 RSMo. and which apply to the general population.

**Status Offenses** - Non-criminal violations which apply only to juveniles to include: truancy, runaways, beyond parental control and behavior injurious to self and others.

**Non-Offenses** - Child abuse and neglect (Victims)

## PART I REFERRALS

A referral is defined as "any action involving a juvenile which results in a determination, finding or outcome and a written record maintained in the juveniles name".

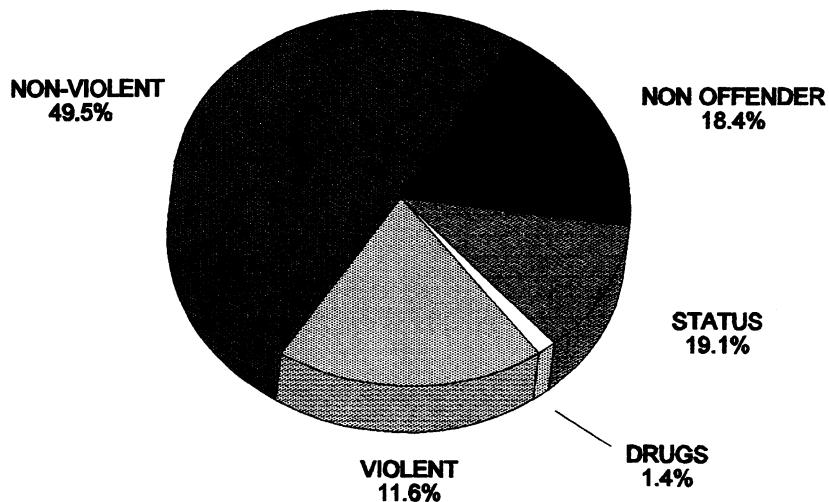
The information presented here reflects only the most serious allegation for individual referrals. Totals do not include information on other violations that may have been alleged for a youth at the time of his/her referral. For example, a juvenile might be referred for a burglary, property damage, misdemeanor theft and curfew violation all in one referral. In this instance, the major allegation (most serious) would be burglary, with two additional law violations and a status violation noted but not counted as additional referrals. Also, please understand that the data presented represents offense referrals to the juvenile court and not necessarily the number of separate individuals referred to the court. The actual number of individual youth referred to the court system will be less than the total number of referrals as some youth will be referred several times over the course of a year.

Referrals have been broken into four major categories - Violent Offenses, Non-Violent Offenses, Status Offenses and Non-Offenses (Child Abuse and or Neglect).

### MISSOURI JUVENILE COURT REFERRALS 1992

**Figure 1**

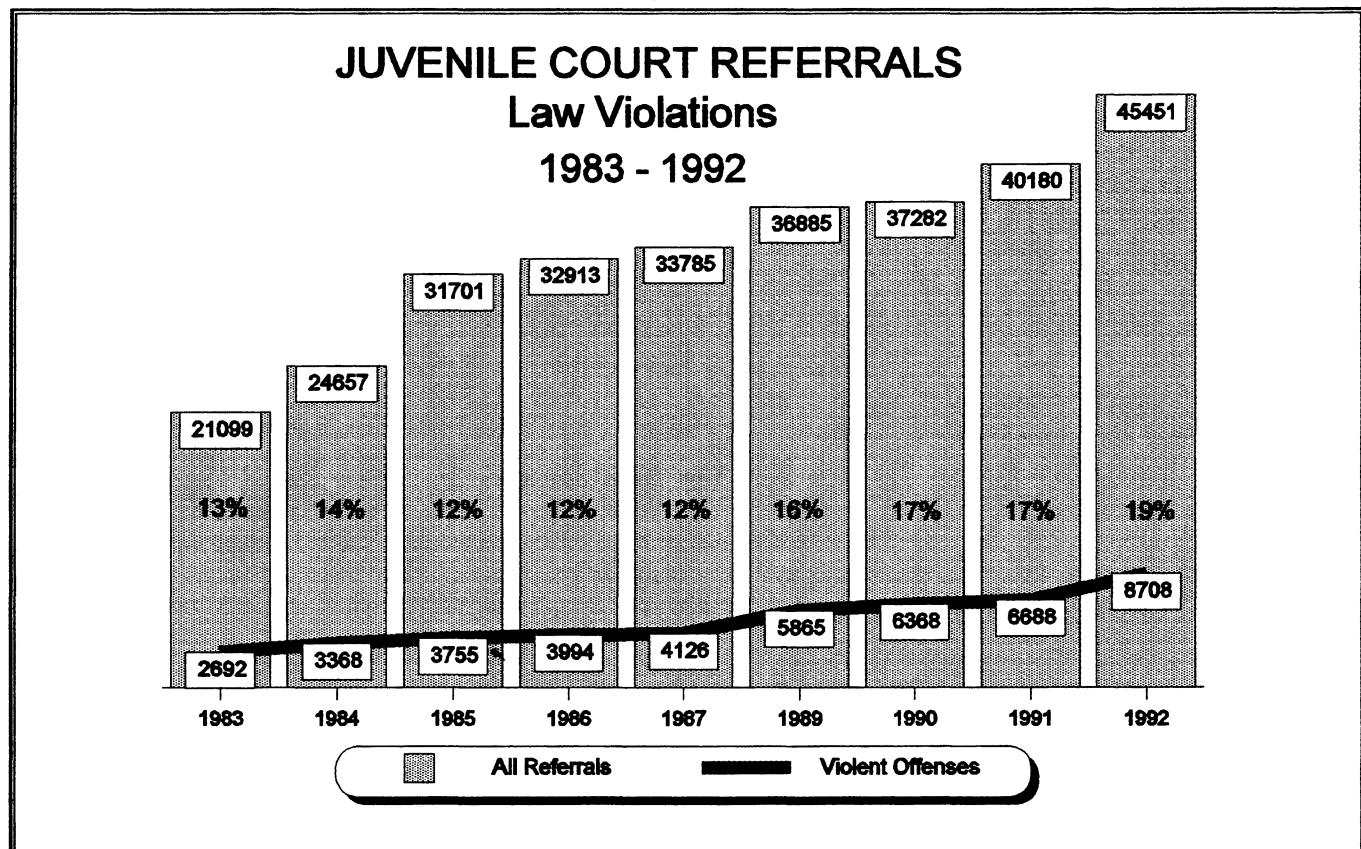
**Total Referrals: 73,393**



<b>NUMBER OF REFERRALS</b>	
NON	13,507
NVI	36,365
VIO	8,485
STA	14,013
DRG	1,023

- 62.5% of all referrals involved an allegation of violations of Missouri's criminal code or municipal ordinances.
- Non-violent offenses account for half (49.5%) of all referrals to the juvenile court. 81.5% of all law violations reported to the court do not involve personal injury to the victim.
- Nearly 40% of all referrals to the court are for status offenses or for victims of abuse/neglect.
- Violent offenses (crimes against persons) represent 11.6% of all referrals to the court and 18.5% of referrals for law violations.
- Child victims of abuse and/or neglect account for 1 in five (19.1%) of all referrals.
- Referrals for drug offenses represent slightly over 1% of all referrals and less than 3% of all law violations.
- The total number of referrals to the court for law violations more than doubled for the period 1983 to 1992, a 115% increase.
- The number of violent offenses has increased by 223% from 1983 to 1992, but the percentage increase of violent offenses within the law violation category has increased only 5% since 1984. Violent offenses are up, but so are all law violations.

*Figure 1a*



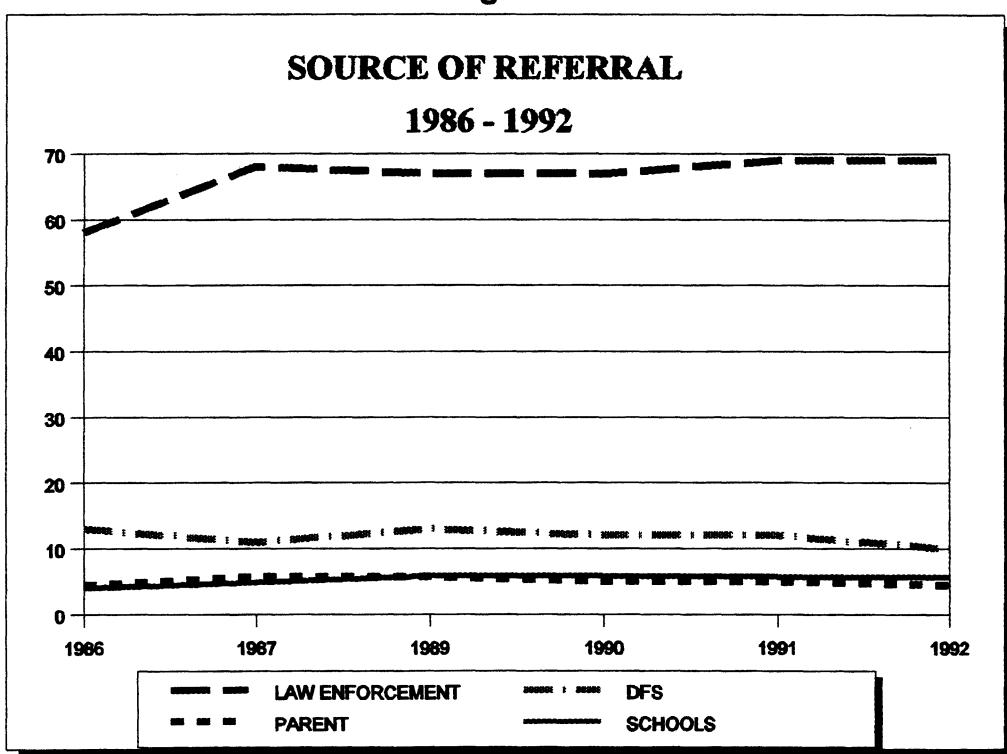
## TRENDS

- The total number of referrals for criminal, status and abuse/neglect referrals increased by 10,342 since 1989 (a 16% increase).
- Violent offenses increased by 2,971 referrals, a 54% increase in three years.
- Non-violent offenses increased by 4,694 referrals, a 15% increase since 1989.
- Status offenses have increased only 2% since 1989, for an increase in 285 referrals, the smallest increase for any referral category.
- Referrals to the juvenile court for abuse/neglect (non-offenders) have increased 11% since 1989, an increase in 1,369 referrals.
- Overall, since 1986, referrals for violent offenses have increased 128%, non-violent offenses 20%, status offenses 22% and abuse/neglect referrals 23%.

### 1986-1992

- Law enforcement agencies accounted for over two-thirds of all referrals to the juvenile court in 1992.
- The Division of Family Services accounted for the next highest percentage of referrals of youth (9.6%) with the majority of those being victims of abuse/neglect.
- All other referral sources accounted for less than 22% of the referrals made.

**Figure 2**



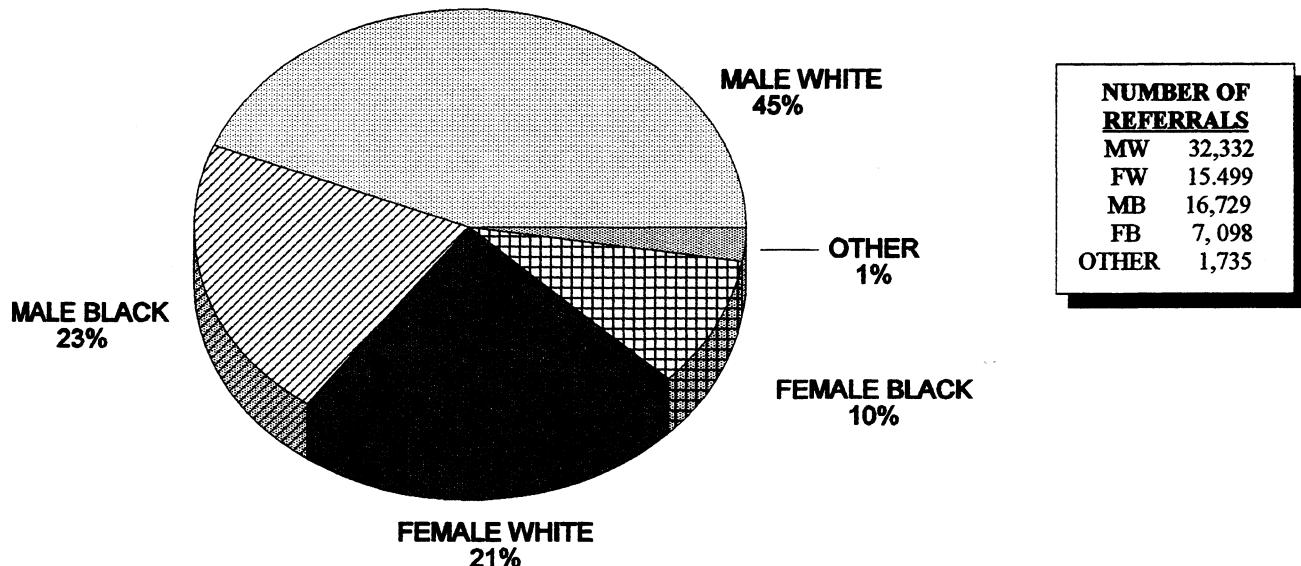
## TRENDS

- Law enforcement remains the primary referral source to the juvenile court with their percentage of the referrals increasing over 10% since 1986.
- Other referral sources have remained fairly constant over the last nine years with the Division of Family Services showing a slight decline of 2% in the number in the last two years.

**Figure 3**

**DISTRIBUTION OF GENDER & RACE  
AMONG ALL REFERRALS  
1992**

**Total Referrals: 73,393**



**1992**

- White males represent the largest referral population to the juvenile court. They account for 45% of all referrals in almost the exact proportion to their percentage of the population.
- Black males accounted for 23% of all referrals to the juvenile court while white females accounted for 21% of all referrals.
- Black females represent only one out of every ten referrals (10%).
- Minority youth, other than black, comprised only 1% of the referral population.
- Black males represent only 6.8% of the population under the age of seventeen but were referred to the juvenile court at a rate more than three times that of their percentage of the population.
- Black females make up 6.7% of the juvenile population and are represented in referrals at a rate nearly one and one half times their percentage of the population.
- White females are under represented in the referral population accounting for a referral rate only half their percentage of the population.

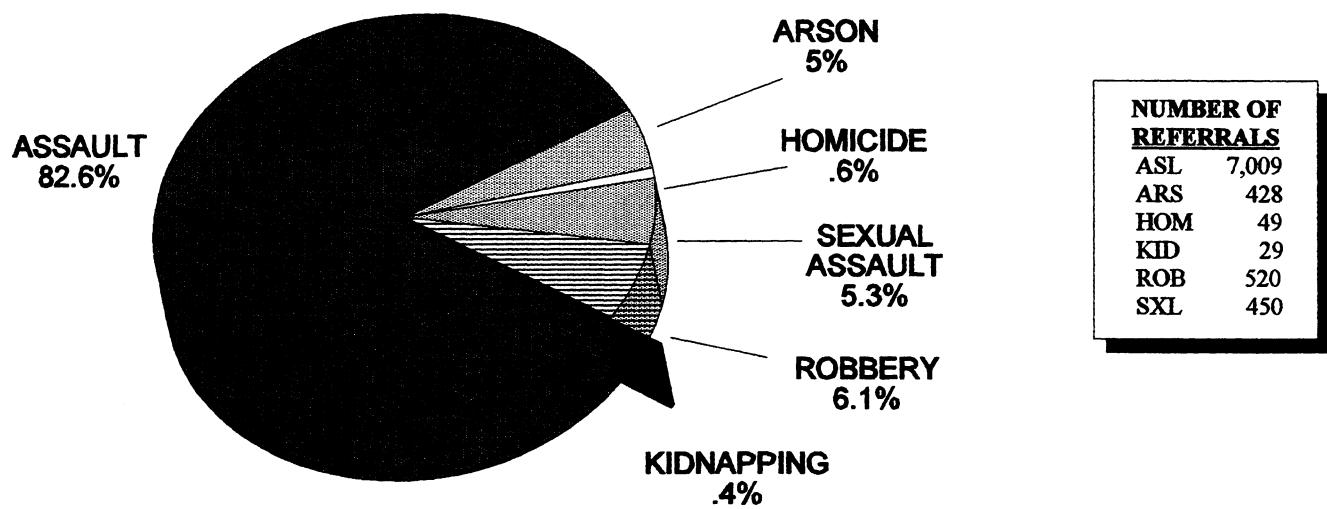
## TRENDS

- During the last 6 years there has been virtually no change in the distribution of referrals by sex. Males have consistently accounted for approximately 68% of all referrals to the juvenile court in comparison to 32% for females.
- Percentage differences have occurred in the referral of whites from blacks since 1986 as blacks are accounting for an increasing percentage of the referral population. In 1986, 73% of all referrals were for white youth and 25% for black youth. In 1992, white youth account for 65% of the referral population while black youth account for 32%. Other minority youth have stayed consistently at 2% of the referral population.
- The total number of black referrals to the juvenile court has increased 69% since 1986 while the total number of white referrals to the juvenile court has increased 18%.

**Figure 4**

### **TYPE OF VIOLENT OFFENSES COMMITTED 1992**

**Total Referrals: 8,485**



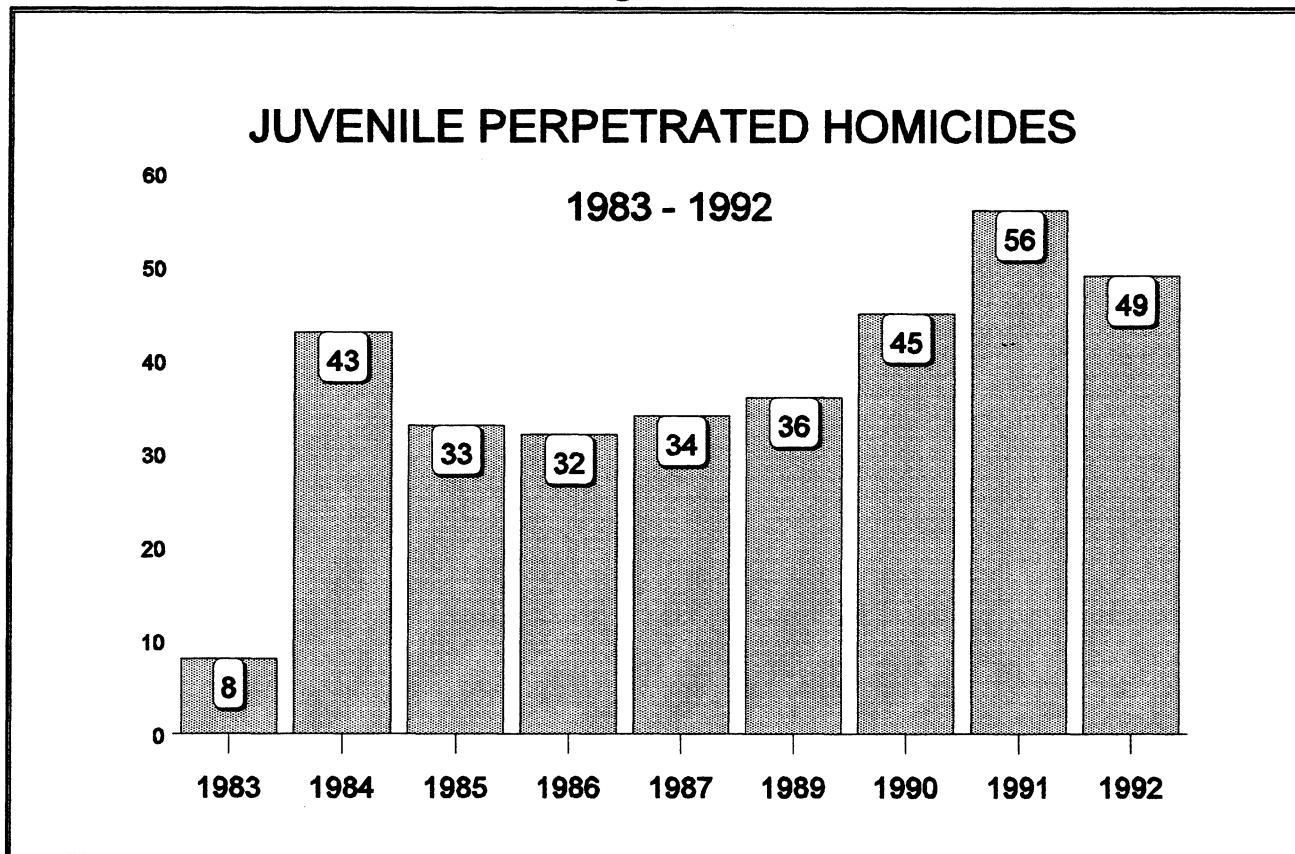
**1992**

- More than eight in every ten violent offense referrals (82.6%) is for assault.
- Robbery is the second most referred violent offense at 6.1% (520 referrals) followed by sexual assault at 5.3% (450 referrals) and arson at 5% (428 referrals).
- Homicides and kidnapping together accounted for 1% of all violent offense referrals.

## TRENDS

- The number of violent offense referrals has increased 128% in nine years (from 3,712 referrals in 1986 to 8,485 referrals in 1992).
- Violent offense referrals jumped 29% from 6,562 in 1991 to 8,485 in 1992.
- The percentage of all referrals that are for violence has increased 3% since 1990 and 5% since 1986.

*Figure 4a*



## 1983 - 1992

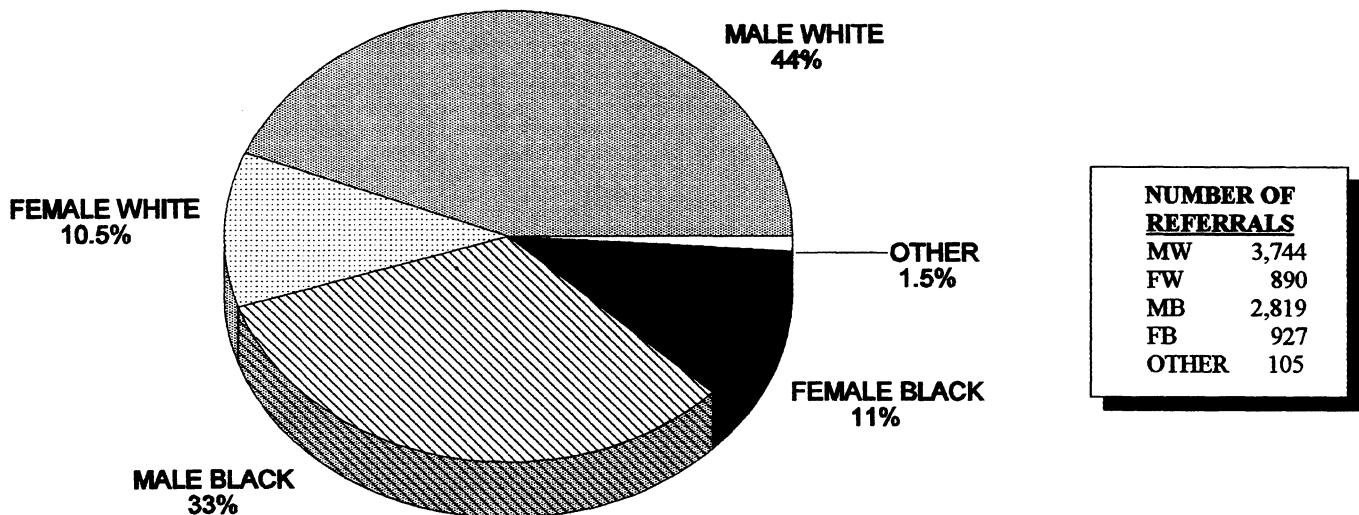
- Homicides account for such a small number of referrals to the juvenile court each year that it is difficult to determine the significance of fluctuations in numbers over a short period of time.
- Since 1984 there have been an average of 41 referrals per year for homicides involving juveniles. For the period 1984 to 1989 there were an average of 34 homicide referrals per year involving juveniles. Since 1990 homicide referrals have averaged 50 per year.
- Homicide referrals have varied from a low of 8 in 1983 to a high of 56 in 1991.
- Homicide referrals involving youth have increased approximately 35% since the relatively stable referral numbers of the late 80s

**Figure 5**

**DISTRIBUTION OF GENDER & RACE AMONG  
REFERRALS FOR VIOLENCE**

**1992**

**Total Referrals: 8,485**



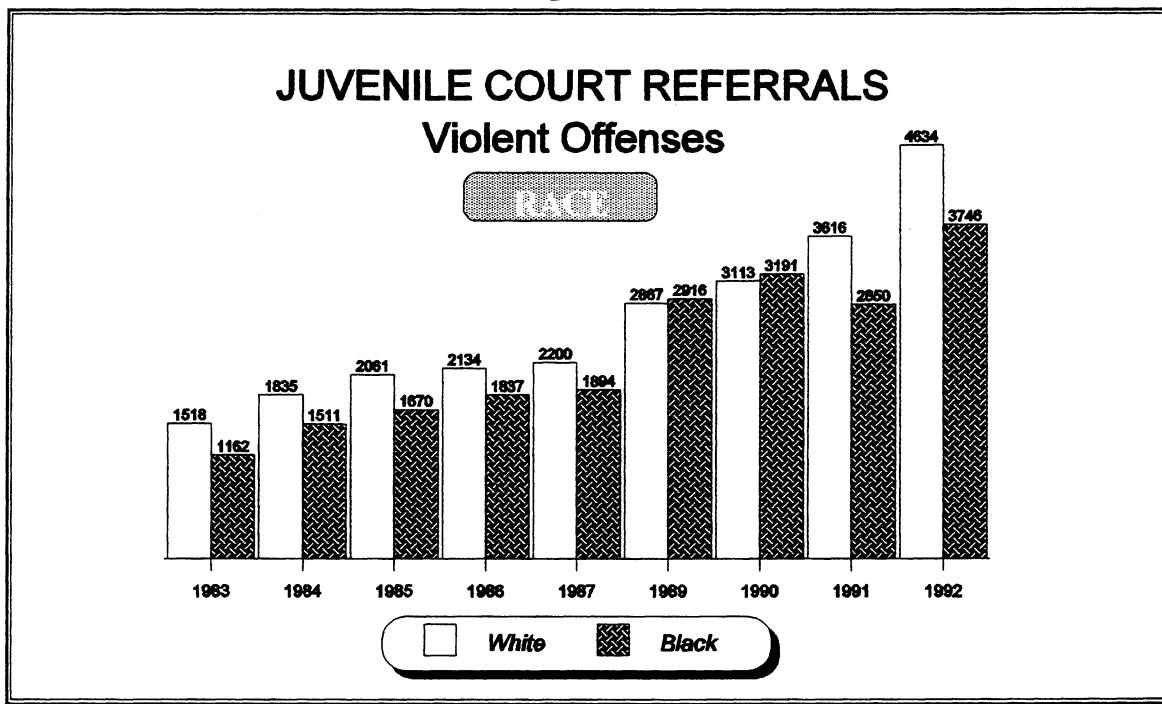
**1992**

- Males are referred for violent offenses at a rate four times that of females.
- Black males are greatly over represented in referrals for violence in relationship to their percentage of the population.
- Violent offending percentages for females was nearly identical for blacks and for whites ( 10.5% white, 11% black).
- Other non-white youth represented only 1% of the total referrals.
- In the metropolitan areas of Jackson Co., St. Louis Co., and St. Louis City, black males account for more than twice the number of referrals for violence as white males (2,320 referrals for black males and 1,106 referrals for white males). In those same areas, black females account for almost 3.5 times the number of violent referrals as white females (764 black and 226 white). (Figure not shown)
- The referral rate for race and gender compared to the total juvenile population for each demographic subgroup shows that black males have the highest rate of referral at 3.3% of all black males less than 17 years of age. This rate is almost five times higher than the rate for white males (.7%). (Figure not shown)
- White females referred for violent offenses represent .2% of their population while black females represent 1% of the total black females under 17 years (five times that of white females).

## TRENDS

- Since 1990 the total number of referrals for violence committed by white males has increased 38% and for black youth 21%. (Figure not shown)
- Although violent offense referrals for both populations keep increasing, the percentage of total referrals for violent offenses committed by white males increased 3% from 1989 to 1992 (from 41% to 44%) while the same figure for black males decreased 4% (from 37% to 33%).
- Violent offense referrals for other non-white groups has increased almost 500% since 1986 (from 22 in 1986 to 105 in 1992)

**Figure 5a**



## 1983 to 1992

- Since 1986 there has been a steady increase in the number of violent offense referrals to the juvenile court.
- From 1983 to 1987 referrals for violence increased 44% for white youth and 62% for black youth. From 1989 to 1992 violent referrals for white youth have increased 68% while referrals for black youth have increased 28%. The overall increase from 1983 to 1992 for white youth has been 218% and 222% for black youth.
- Referrals for violent offenses actually decreased 11% for black youth between 1990 and 1991 before increasing 31% in 1992.

**1992**

**Figure 6**

■ Stealing was the most frequently indicated crime for those youth referred for non-violent offenses 10,076 (27%).

■ One-third of all non-violent offenses were either property damage (17%) or municipal ordinance violations (17%).

■ While drugs and addiction remain major concerns for our society and the adult criminal justice system in particular, only 3% of non-violent referrals and only 1% of all referrals to the juvenile court were for drug related offenses. Alcohol related offenses still outnumber drug related offenses referred to the juvenile court.

■ Weapons offenses accounted for 3% of all non-violent referrals.

### **TRENDS**

- Referrals for non-violent offenses increased by 5,717 (18%) from 1989.
- The total number of referrals for stealing increased by 1209 (14%) since 1989.
- Referrals for property damage increased 1,623 (34%) since 1989.
- Over the last three years referrals for drug related offenses increased by only 73 referrals (7%).
- Referrals for alcohol violations continue to decline, dropping almost 20% in the last three years. This was after significant decreases in the preceding 3 year period.
- Since 1990, weapons possession referrals have increased by 68% (From 741 referrals in 1990 to 1248 referrals in 1992).

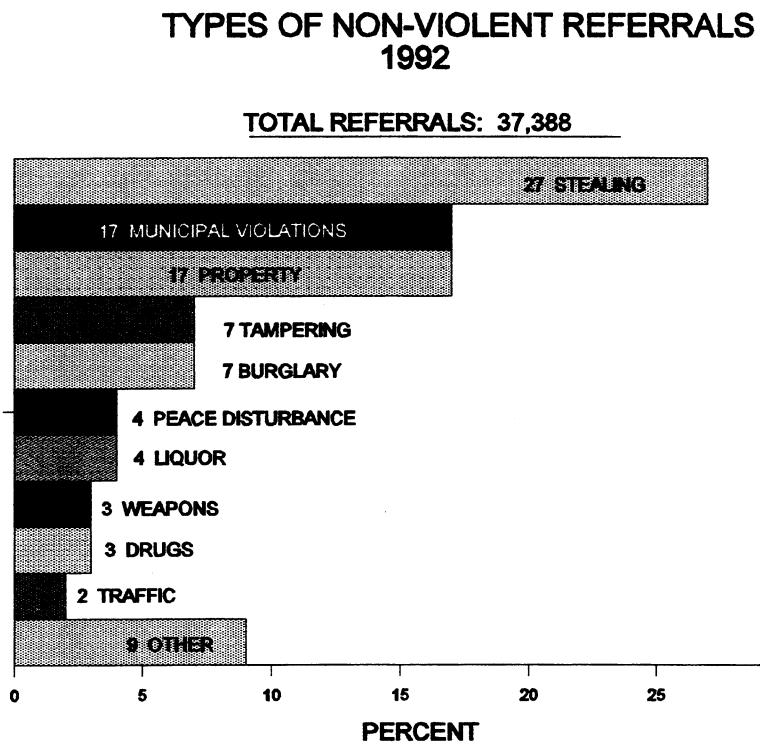
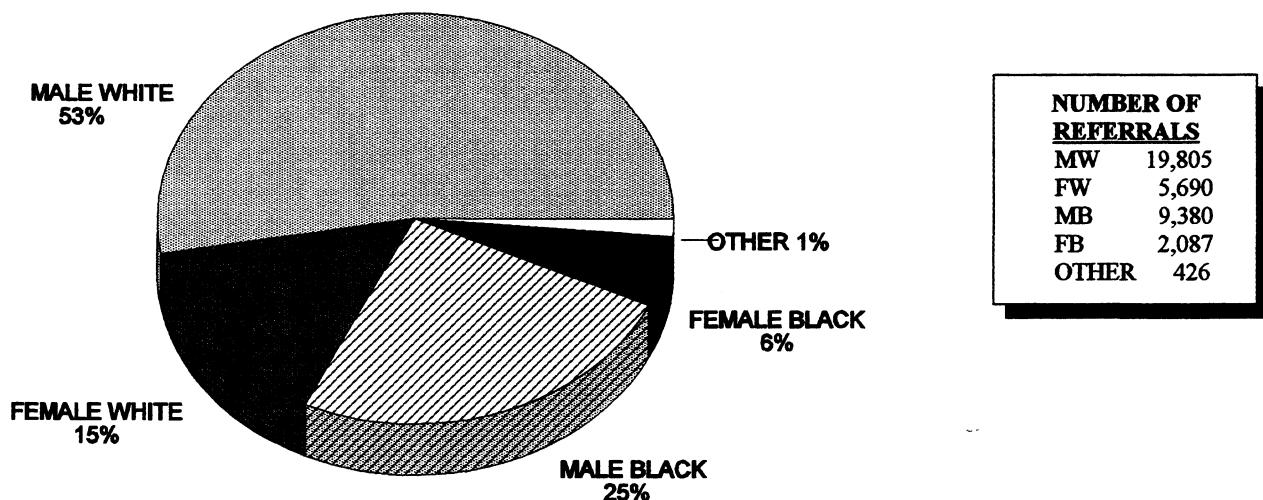


Figure 7

## DISTRIBUTION OF GENDER & RACE AMONG NON-VIOLENT REFERRALS 1992

**TOTAL REFERRALS: 37,388**



### 1992

- White males account for over half of all referrals to the juvenile court for non-violent referrals(53%).
- White females account for 15% of all referrals for non-violent offenses compared with 6% for black females. This percentage contrasts the almost equal percentage for violent type offenses.
- Black males account for 25% of all non-violent referrals. This rate is less than half that of white males and much different than their referral percentage for violent offenses.
- Other non-white youth account for only 1% of non-violent referrals.
- Black males referred for non-violent offenses represent 11% of the total black male population under 17 years. White males represented 4% of their total population. (Figure not shown)
- White females referred for non-violent offenses represent 1% of the total white female population while black females represent 2% of their total population. (Figure not Shown)

### TRENDS

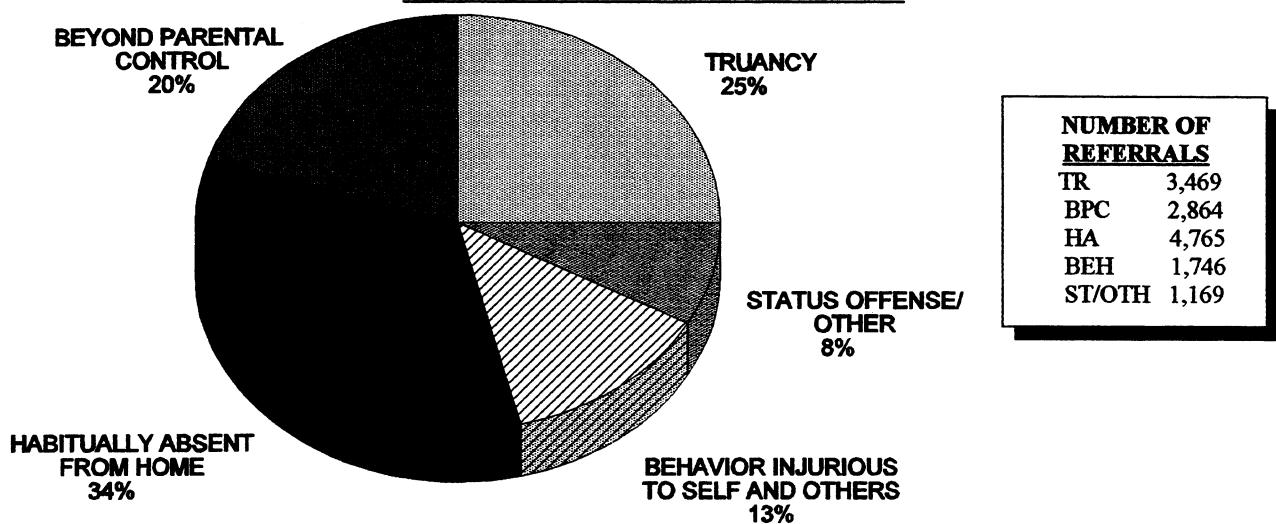
- Referrals for nonviolent offenses for whites increased by 33% since 1986. Referrals for black youth increased by 42%.

- Between 1990 and 1992, black referrals for non-violent offenses actually decreased slightly by 241 or 2% while white referrals increased by 1,609 or 7%.
- Non-violent referrals for females have increased by 22% since 1986 while referrals for males have increased by 30%.

**Figure 8**

**TYPE OF STATUS OFFENSES  
1992**

**Total Referrals: 14,013**



**1992**

- Habitually absent from home (runaway) is the most frequent status offense and accounts for one out of every three status offenses.
- Truancy accounts for the next highest referral category representing 25% of all status offense referrals.
- Beyond parental control (20%) and behavior injurious to self or others (13%) account for one quarter of status offense referrals.

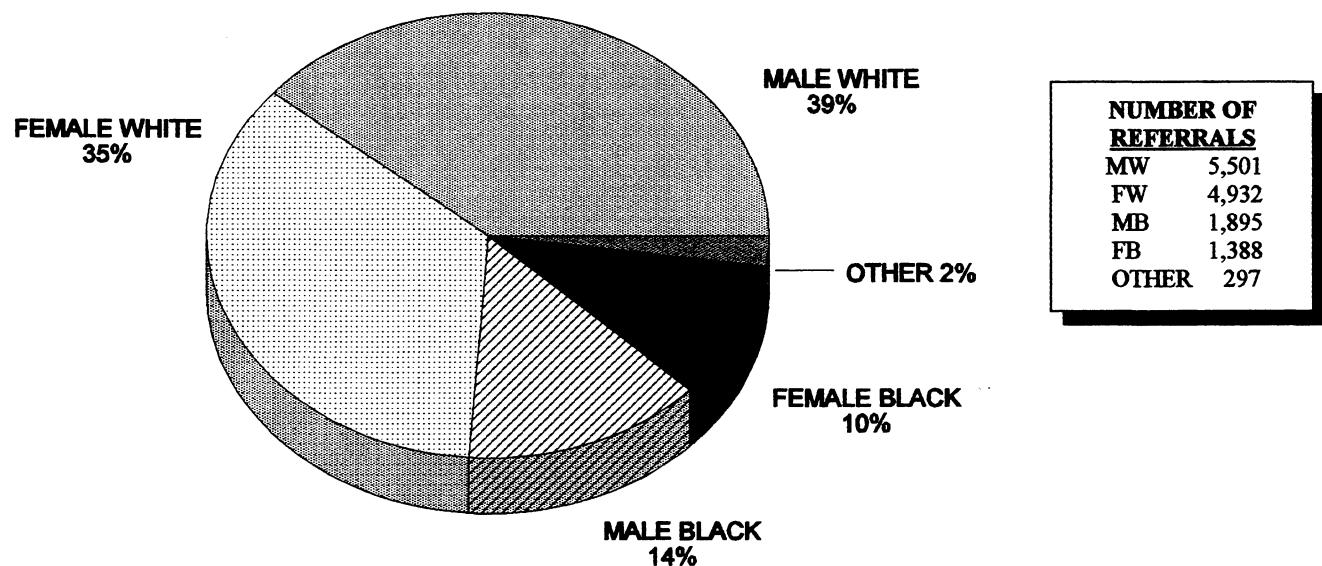
**TRENDS**

- Status offense referrals have increased 22% (2,199) since 1986 but have increased only 2% since 1990 (less than any other category of court referral).
- Since 1989 the number of referrals for each category of status offenses except runaway have remained the same or dropped slightly. The status offense of runaway has increased almost 29% during that period.

**Figure 9**

**DISTRIBUTION OF GENDER & RACE  
AMONG REFERRALS FOR STATUS VIOLATIONS  
1992**

**Total Referrals: 14,013**



**1992**

- Referral rates for male and female status offenders are much closer than rates for either violent or non-violent offenses (53% male and 45% female).
- Male and female status offenders are almost equally represented. This is the only offense category in which that fact is true.
- There is a much greater gap in status offending rates between white males and black males than for any other offenses category. The referral rate for white males is almost three times that of black males.
- White females are represented in status offenses at rates 3.5 times that of black females.
- Blacks are represented in status offenses in percentages that are comparable to their percentage of the population.
- Similar to other offense categories, other non white youth represent only 2% of the status offender population.
- Comparing race and gender for status offense referrals to the total population for each demographic subgroup reveals that black males have the highest referral rate at 2.2% compared to 1.6% for black females, 1% for white males and .9% for white females.

## TRENDS

- Very little change has occurred in the percentage distribution of status offenses by race or by gender since 1986.
- Since 1986, status offense referrals for males have increased 1,548 (26%) and 979 (18%) for females.
- Status offense referrals for blacks have increased 49% since 1986 but have fluctuated up and down in number for the last four years. White referrals have increased only 14% since 1986.
- Since 1989, referrals for white males have increased by less than 1%, while white females have increased 6%. During that same period, black males decreased by 8% and black females increased by 12%.

**Table 1**  
**CHARACTERISTICS OF REFERRALS BY OFFENSE TYPE**

### 1990 TO 1992

- During 1992, males represented 68% of all referrals to the juvenile court. The overwhelming majority of referrals for violent (78%) and non-violent violations (79%) involved male youth. Among status offense referrals, 46% were females. Females accounted for a small majority (53%) of abuse/neglect referrals.
- The greater representation of males among violation referrals for 1992 parallels the distribution of referrals for 1990 and 1991. Similarly, males and females are comparably represented among status offenses and abuse/neglect referrals in all three years.
- White youth represent the majority of referrals to the juvenile court in 1992, overall and within categories of violations. Black youth represent 32% of all referrals, 44% of violent referrals, and 23% of status offenses. Almost 40% of all abuse neglect referrals are for black youth.
- Referral percentages for black youth remained fairly consistent from 1990 to 1992 except for violent offenses where there was a 3% decrease and abuse/neglect where there was a 3% increase.
- Eighty-two percent of all referrals to the juvenile court in 1992 involve youth 11 years of age and older and 58% involve youth 11 to 15. Eleven to fifteen year olds account for 67% of all violent referrals, 64% of nonviolent referrals, 77% of all status offenses and only 24% of abuse/neglect referrals. Young children (10 and under) represent 70% of referrals for abuse/neglect.
- The distribution among referrals by age remained fairly consistent for the period 1990 to 1992.
- Ninety percent of abused/neglected referrals had no prior referral to the juvenile court. Violent offenders were most likely to have prior referrals (47%), followed by non-violent offenders (44%) and status offenders (38%). Violent offenders and non-offenders were as likely to be referred 3 or more times to the juvenile court.
- The distribution among prior referral categories varied little between 1990 and 1992.

TABLE 1  
1992

	VIOLENT		NON-VIOLENT		STATUS OFFENDER		ABUSE & NEGLECT		TOTAL	
	Number	%	Number	%	Number	%	Number	%	Number	%
<b>SEX</b>										
Male	6644	78%	29542	79%	7550	54%	6373	47%	50109	68%
Female	1841	22%	7846	21%	6463	46%	7134	53%	23284	32%
<b>RACE</b>										
White	4634	55%	25495	68%	10433	74%	7269	54%	47831	65%
Black	3746	44%	11467	31%	3283	23%	5331	39%	23827	32%
Other	105	1%	426	1%	297	2%	897	7%	1726	2%
<b>AGE</b>										
Under 6	24	<1%	95	<1%	27	<1%	5943	44%	6089	8%
6 to 10	634	7%	1938	5%	618	4%	6389	47%	9579	13%
11 to 15	5669	67%	23885	64%	10774	77%	3221	24%	43549	59%
16 & Over	2158	25%	11470	31%	2594	19%	654	5%	16876	23%
<b>PRIOR REFERRALS</b>										
None	4451	52%	21111	56%	8622	62%	12152	90%	46336	63%
1 or 2	2136	25%	8536	23%	3381	24%	840	6%	14893	20%
3 or More	1898	22%	7741	21%	2010	14%	515	4%	12164	17%
<b>TOTAL</b>	<b>8485</b>	<b>12%</b>	<b>37386</b>	<b>51%</b>	<b>14013</b>	<b>19%</b>	<b>13507</b>	<b>18%</b>	<b>73393</b>	<b>100%</b>

TABLE 1  
1991

	VIOLENT		NON-VIOLENT		STATUS OFFENDER		ABUSE & NEGLECT		TOTAL	
	Number	%	Number	%	Number	%	Number	%	Number	%
<b>SEX</b>										
Male	5284	81%	26750	79%	7647	56%	6212	47%	45893	68%
Female	1278	19%	7120	21%	6062	44%	6868	53%	21328	32%
<b>RACE</b>										
White	3616	55%	23285	69%	9923	72%	7123	54%	43947	65%
Black	2850	43%	10242	30%	3559	26%	5040	39%	21691	32%
Other	96	1%	343	1%	227	2%	917	7%	1583	2%
<b>AGE</b>										
Under 6	12	0%	60	0%	32	0%	5751	44%	5855	9%
6 to 10	456	7%	1678	5%	649	5%	3418	26%	6201	9%
11 to 15	4375	67%	21102	62%	10471	76%	3257	25%	39205	58%
16 & Over	1719	26%	11030	33%	2557	19%	654	5%	15960	24%
<b>PRIOR REFERRALS</b>										
None	3434	52%	19364	57%	8395	61%	11750	90%	42943	64%
1 or 2	1597	24%	7391	22%	3265	24%	807	6%	13060	19%
3 or More	1531	23%	7115	21%	2049	15%	523	4%	11218	17%
<b>TOTAL</b>	<b>6562</b>	<b>10%</b>	<b>33870</b>	<b>50%</b>	<b>13709</b>	<b>20%</b>	<b>13080</b>	<b>19%</b>	<b>67221</b>	<b>100%</b>

TABLE 1  
1990

	VIOLENT		NON-VIOLENT		STATUS OFFENDER		ABUSE & NEGLECT		TOTAL	
	Number	%	Number	%	Number	%	Number	%	Number	%
<b>SEX</b>										
Male	<b>5083 79%</b>		<b>23334 79%</b>		<b>7526 55%</b>		<b>6257 48%</b>		<b>47200 68%</b>	
Female	<b>1352 21%</b>		<b>7615 21%</b>		<b>6185 45%</b>		<b>6598 52%</b>		<b>21850 32%</b>	
<b>RACE</b>										
White	<b>3274 52%</b>		<b>23896 69%</b>		<b>10292 75%</b>		<b>7711 60%</b>		<b>45263 69%</b>	
Black	<b>3005 47%</b>		<b>11708 33%</b>		<b>3197 23%</b>		<b>4646 36%</b>		<b>22556 33%</b>	
Other	<b>56 1%</b>		<b>355 1%</b>		<b>222 2%</b>		<b>536 5%</b>		<b>1231 2%</b>	
<b>AGE</b>										
Under 6	<b>6 0%</b>		<b>383 1%</b>		<b>23 0%</b>		<b>5492 42%</b>		<b>5904 9%</b>	
6 to 10	<b>483 8%</b>		<b>1893 5%</b>		<b>646 5%</b>		<b>3522 27%</b>		<b>6544 9%</b>	
11 to 15	<b>4222 66%</b>		<b>21832 61%</b>		<b>10448 76%</b>		<b>3225 25%</b>		<b>39727 58%</b>	
16 & Over	<b>1724 27%</b>		<b>11841 33%</b>		<b>2594 19%</b>		<b>716 6%</b>		<b>16875 24%</b>	
<b>PRIOR REFERRALS</b>										
None	<b>3266 51%</b>		<b>20267 56%</b>		<b>8965 65%</b>		<b>11575 89%</b>		<b>44073 64%</b>	
1 or 2	<b>1646 26%</b>		<b>8381 23%</b>		<b>3098 23%</b>		<b>896 7%</b>		<b>14023 20%</b>	
3 or More	<b>1523 24%</b>		<b>7301 20%</b>		<b>1648 12%</b>		<b>482 4%</b>		<b>10954 16%</b>	
<b>TOTAL</b>	<b>6435 9%</b>		<b>35949 52%</b>		<b>12711 20%</b>		<b>12966 19%</b>		<b>69050 100%</b>	

## SUMMARY

Since 1986 referrals to the juvenile court have increased by 33%, an addition of 18,013 referrals. The most significant changes have occurred in the area of violent offenses which have changed from 7% of all referrals in 1986 to 12% of all referrals in 1992. In actual numbers, violent offense referrals for youth have increased by 4,773 (128%). Assault still accounts for over 80% of all violent offenses. The percentage breakdown of referrals that are for arson, homicide, sexual assault and robbery have actually decreased slightly since 1989. The overall percentage increase in violent offenses is limited in some respects by the significant increase that the courts have experienced in non-violent offenses referrals. Non-violent offenses referrals represent the largest percentage of offenses reported and have increased by 8,187 (28%) since 1986. Status offenses have shown the least amount of increase among offense categories.

Differences in referral rates for white and black youth continue to be reflected in various offense categories. White youth make up 55% of the total referral population although they account for 87% of the total population of youth under 17 years of age in Missouri. Black youth, particularly black males, are significantly over represented in all referral categories. Black youth represent almost half of all referrals for violent offenses, one-third of all referrals for non-violent offenses, a quarter of all status offenses, and four out of every ten victims of abuse and or neglect. Black youth account for one-third of all referrals to the juvenile court despite representing only one-eighth the population.

Male youth continue to dominate referrals to the juvenile courts in Missouri. Males account for 68% of all referrals to the juvenile court and make up 80% of referrals for criminal activity. Violence is predominantly a male phenomenon in the juvenile court referrals although female referrals for violence have increased at rates slightly higher than that of males since 1986 (137% to 126%). Violent offense referrals for black females have risen faster than referrals for white females since 1989 (68% for black females compared to a 46% increase for white females).

Although increases in violent offense referrals garner much of the attention, an equally important issue is the overall increase in the number of referrals coming to the courts. Over the last four years juvenile courts in Missouri have experienced consistent and substantial increases in the total population of youth they are expected to serve. The difficult task of providing intensive services for violent and chronic offenders, or specialized programs for minority or gender specific groups are exacerbated by the sheer volume of youth being referred to the system.

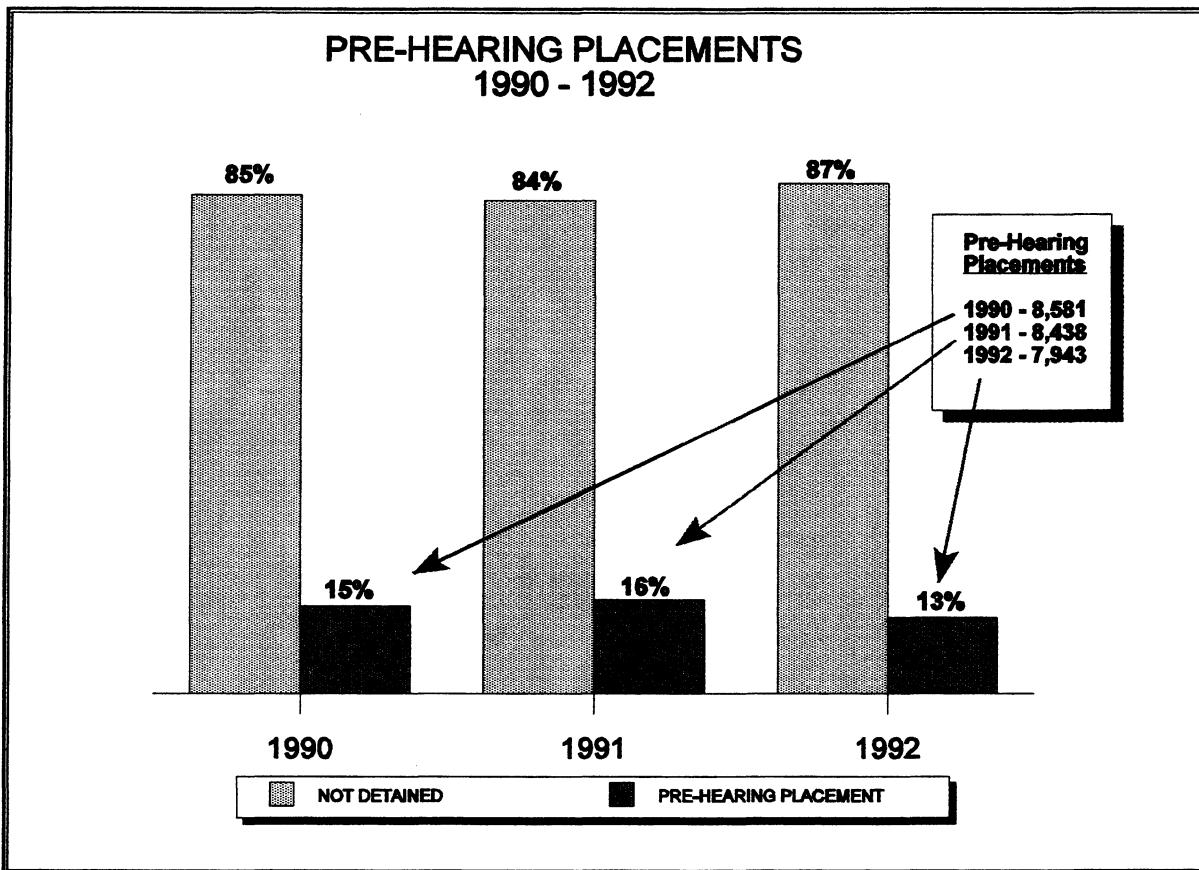
***PART II***  
***PRE-HEARING PLACEMENTS***

Missouri law and Supreme Court Rule allow the juvenile court to take physical custody of a child prior to a court hearing or determination of the case. The juvenile officer may authorize detention for up to twenty-four hours. Detention beyond twenty-four hours requires a court order from the judge of the juvenile court or his/her designee. If detention is ordered by the court a detention hearing must be held within seventy-two hours (excluding Saturdays, Sundays and Holidays). Post disposition custody in a detention facility is classified as an out-of-home placement and is presented in Part III.

This part of the analysis generally looks at pre-hearing placements by facility type. The data presented has been condensed into two categories: secure detention and non-secure pre-hearing placement. Missouri Statute defines secure detention as, "any public or private residential facility used for the temporary placement of any child if such facility includes construction fixtures designed to physically restrict the movements and activities of children held in the lawful custody of such facility" (§211.063 RSMo.). The Missouri Department of Public Safety maintains a list of all facilities and classifies them as secure or non-secure for the purpose of determining compliance with state laws and federal regulations regarding the placement of juveniles.

Non-secure custody would include placements in any other court approved placement including: non-secure juvenile detention facilities; court operated residential facilities; private (for-profit and not-for-profit) residential and foster homes. Placement of juveniles in adult jails and detention facilities is strictly prohibited. Missouri continues to be responsible for monitoring adult facilities to assure compliance the federal Juvenile Justice and Delinquency Prevention Act.

**Figure 10**



## 1992

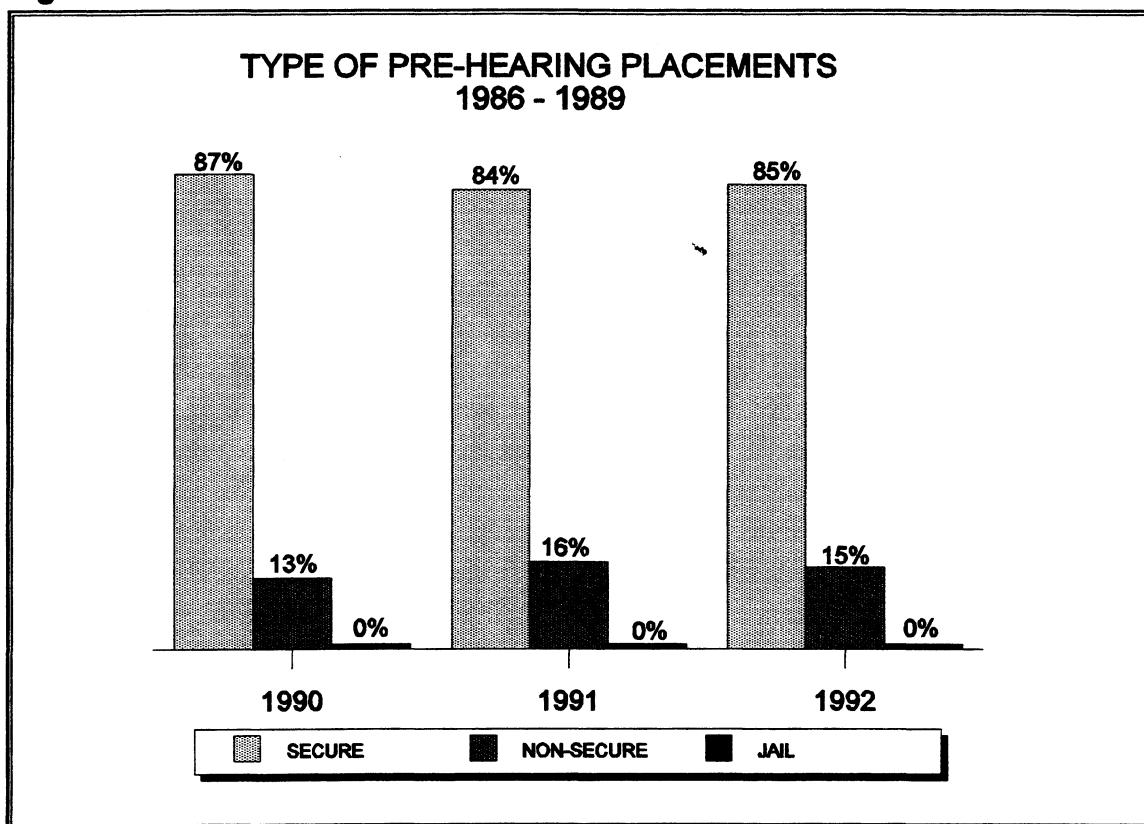
- During 1992 13% of the referrals to the juvenile court for a status offense or a law violation were temporarily held in either a secure court juvenile detention facility or a non-secure residential program prior to adjudication and disposition of the case.
- The total number of referrals receiving temporary pre-hearing placement was 7,943.

## TRENDS

- The three-year trend for pre-hearing placements showed a fluctuation up and down with 1992 recording the fewest number of pre-hearing placements during this time period.
- An examination of data from <sup>1</sup>1986 - 1989 reveals no significant change in pre-hearing placement trends.

<sup>1</sup> State of Juvenile Justice, Missouri Department of Public Safety, 1991

**Figure 11**



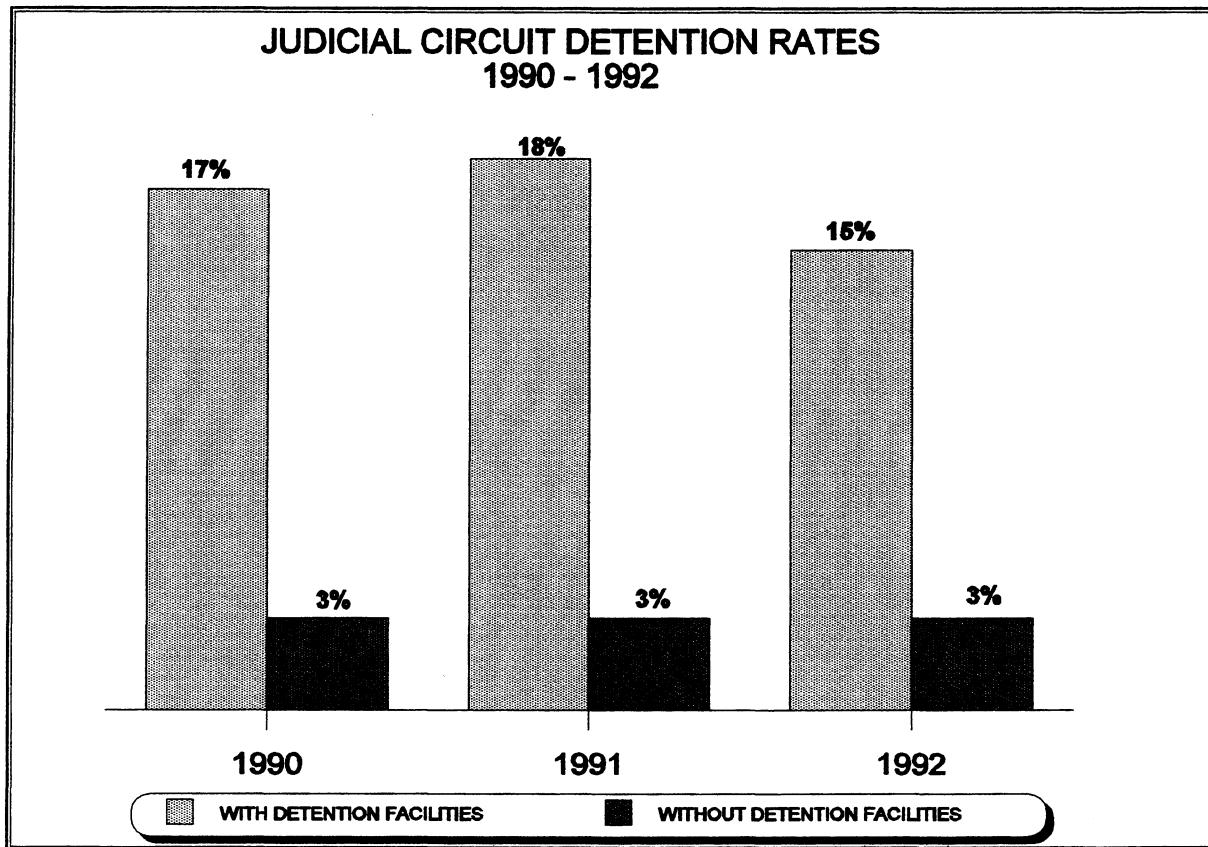
## 1992

- The overwhelming majority (85%) of pre-hearing placements occurred at a court operated secure juvenile detention facility.
- Only 15% of all delinquent and status offense referrals received a non-secure pre-hearing placement.
- No juveniles were reported held in an adult jail or lockup.

## TRENDS

- The disbursement of placements between secure and non-secure facilities remained stable during this time.
- The total number of referrals receiving pre-hearing placements declined year-to-year during this period, although non-secure placements increased from 1,140 in 1990 to 1,352 in 1991 to 1,224 in 1992.
- Missouri remained in full compliance with the Juvenile Justice and Delinquency Prevention Act requiring that juveniles be barred from placement in adult jails and lockups.

**Figure 12**



### **1992**

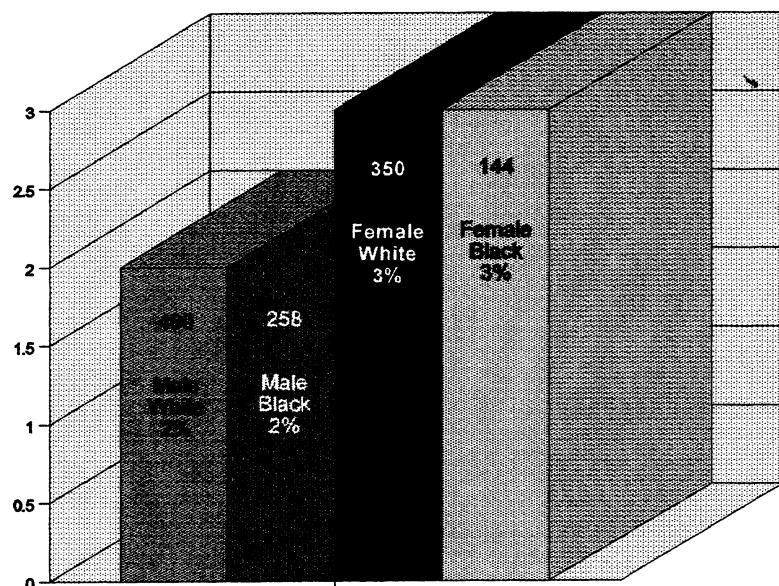
- Not surprising, the rate at which youth are detained is directly impacted by the availability of detention and pre-hearing placement services. For Missouri's judicial circuits that have access to their own court operated detention facilities the average rate at which a referral is likely to result in detention/pre-hearing placement is 5 times higher than the average in circuits without facilities. 15% of referrals in circuits with facilities receive detention/pre-hearing placement while only 3% of referrals in circuits without facilities receive detention/pre-hearing placement.
- 85% of all the youth in detention/pre-hearing placement came from jurisdictions having detention services available in their own judicial circuit.
- The actual number of detention/pre-hearing placements breaks down as follows: 10,958 in circuits with facilities and 1,970 in circuits without facilities.

### **TRENDS**

- Rates of detention/pre-hearing placement remained relatively unchanged during this period.

**Figure 13**

**NON-SECURE PRE-HEARING PLACEMENT RATES  
BY RACE & GENDER  
1992**



**1992**

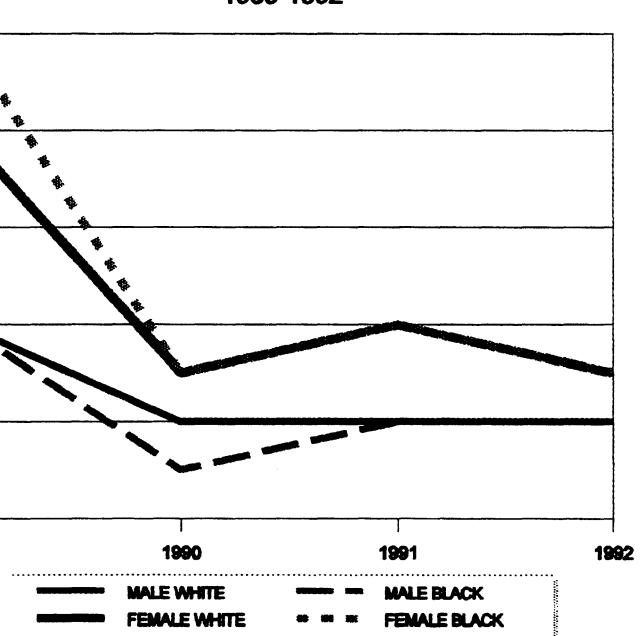
- 3% of all law violation and status offense referrals involving females, both black and white, received a pre-hearing placement in a non-secure facility or foster home.
- For males, the rate of pre-hearing placement in a non-secure facility was slightly less at 2% of all referrals. As with females, non-secure pre-hearing placement rates were the same for black males and white males.

**Figure 13a**

**TRENDS**

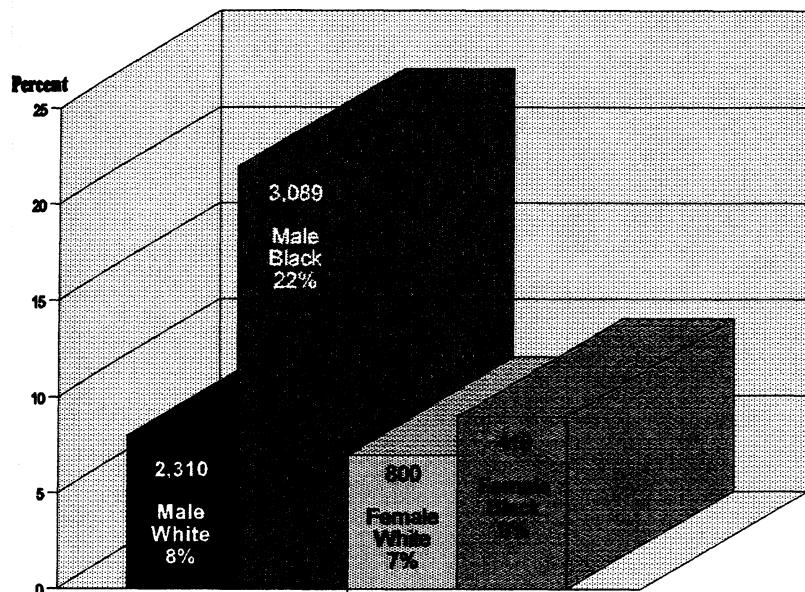
- Non-secure pre-hearing placement rates declined for both males and females during the period 1989 to 1992. Females showed the sharpest decline in rate of placement with black females recording the greatest change from 10% in 1989 to 3% in 1992.
- Most of the decline in non-secure pre-hearing placement rates occurred between 1989 and 1990 with a slight fluctuation up and down from 1990 to 1992.

**NON-SECURE PRE-HEARING PLACEMENT RATES  
BY RACE & GENDER  
1989-1992**



**Figure 14**

**SECURE PRE-HEARING PLACEMENT RATES  
BY RACE & GENDER  
1992**



- Overall, referrals for black youth had a significantly higher rate of secure detention than referrals for white youth.

**TRENDS**

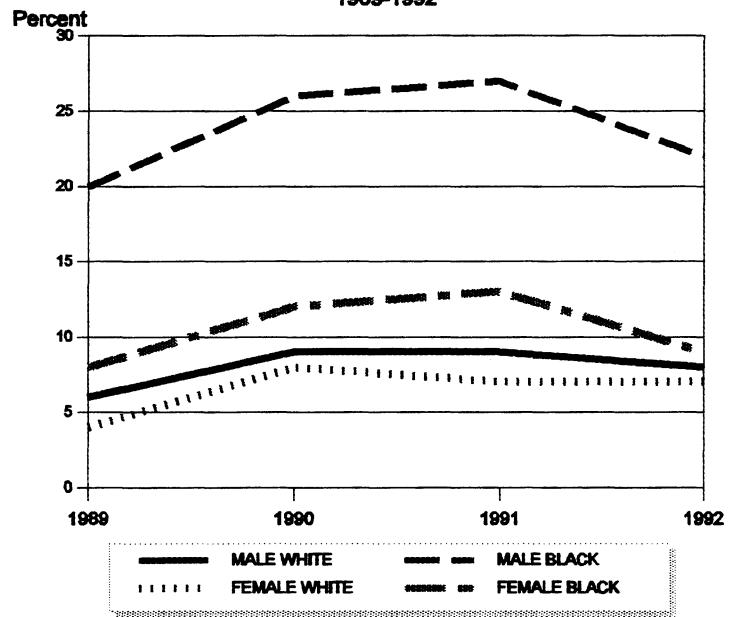
- During the period 1989 - 1992, the trend held in that black youth, both male and female, had secure detention rates higher than that for white youth.
- All race and gender groups recorded a slight increase in secure detention rates during this period.
- White females had the largest percentage increase in secure detention rates among the group, moving from 4% in 1989 to 7% in 1992.

**1992**

- Referrals to the court involving black males had a secure detention rate of 22%, which means 1 in 5 referrals involving black males received placement in a secure detention facility. Black males were much more likely to receive a secure detention placement than any other group.
- For white males, the secure detention rate was 8% or less than 1 in 10 of all referrals.
- Black females had the second highest rate of secure detention at 9%, but this still was less than half the rate for black males.
- White females had the lowest secure detention rate at 7%.

**Figure 14a**

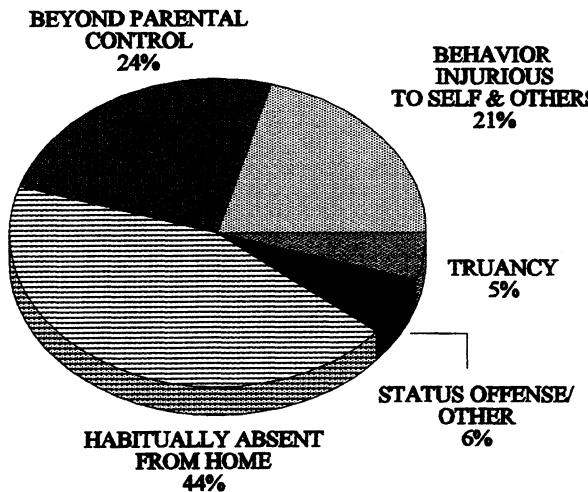
**SECURE DETENTION PLACEMENT RATES  
BY RACE & GENDER  
1989-1992**



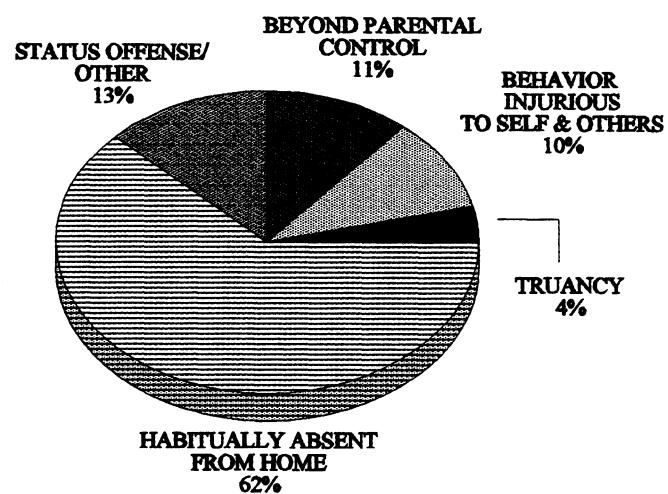
**Figure 15**  
**DETENTION BY STATUS VIOLATION**  
**1992**

**Total Referrals: 1,498**

**NON-SECURE: 590 (39%)**



**SECURE: 908 (61%)**



### 1992

- Secure detention is used more often than non-secure alternatives for the pre-hearing placement of youth referred for a status offense (61% to 39%)
- The status offense violation receiving pre-hearing placements most often was runaways (habitually absent from home) (44% of non-secure & 62% of secure)

### TRENDS

- Runaways continued to account for over 60% of all status offenders in secure detention.
- <sup>2</sup>The number of runaway youth referred to non-secure pre-hearing placement doubled from 1989 to 1992 (130 to 261).

<sup>2</sup> The State of Juvenile Justice, Missouri Department of Public Safety, 1991.

**Table 2**  
**DETENTION RATES BY VIOLATION TYPE AND DEMOGRAPHIC**  
**CHARACTERISTICS**

**1992**

- The referral offense category for which youth were most often placed in pre-hearing custody was violent offenses (19%)
- Non-violent youth and status offenders had similar rates of pre-hearing placement/detention (13% & 11% respectively).
- Males had a higher rate of pre-hearing placements than females (14% to 11%) for all referrals.
- Status offenses was the only category of offenses for which females were detained at a rate higher than that for males (12% of females compared to 11% of males).
- Females were almost as likely to receive a pre-hearing/detention placement for a status offense as they were for a violent offense (12% compared to 14%). Compare this to males who were only half as likely to receive pre-hearing/detention placement for a status offense compared to a violent offense.
- Black youth were placed in pre-hearing custody at twice the rate of white youth (21% to 10%).
- Status offenses is the only category in which black youth and white youth had the same rate of detention (11%).
- Youth age 16 and over had the highest rate of pre-hearing placement (16%) followed by youth age 11-15.
- Youth with 3 or more prior referrals had the greatest likelihood of pre-hearing placement (24% or 1 in 4 of all referrals).
- 1 in 3 of violent offenders with 3 or more prior referrals (for any law or status offense) received pre-hearing placement.
- Prior referrals appear to have little impact on the rate of detention for status offenders.
- The largest number of youth in secure detention were there for a non-violent offense (64% of the total).

## TRENDS

- The percentage of referrals receiving pre-hearing/detention placements dropped for violent offenses but remained relatively unchanged for non-violent and status offenses.
- Black youth continued to have the highest rate of pre-hearing/detention placement (26% in 1991 & 25% in 1990), a trend that was noted in the *State of Juvenile Justice, 1991* .
- Males and those with prior referrals continued to have higher rates of detention than females and those with no priors.

TABLE 2  
1992

	VIOLENT			NON-VIOLENT			STATUS			TOTALS		
	% Detained	# Secure	# Non- Secure	% Detained	# Secure	# Non- Secure	% Detained	# Secure	# Non- Secure	%	# Secure	# Non- Secure
<b>SEX</b>												
MALE	20%	1231	116	14%	3707	375	11%	537	261	14%	5475	752
FEMALE	14%	228	37	9%	587	106	12%	429	329	11%	1244	472
<b>RACE</b>												
WHITE	13%	508	78	9%	1890	313	11%	712	439	10%	3110	830
BLACK	27%	928	71	22%	2345	160	11%	234	141	21%	3507	372
OTHER	2%	23	4	16%	59	8	10%	20	10	15%	102	22
<b>AGE</b>												
UNDER	0%	0	0	1%	0	1	7%	0	2	2%	0	3
6-10	2%	7	5	1%	19	6	3%	4	17	2%	30	28
11-15	19%	971	103	13%	2813	323	10%	652	458	13%	4436	894
16 &	24%	481	40	14%	1462	146	16%	310	113	16%	2253	299
<b>PRIOR REFERRALS</b>												
NONE	12%	459	55	7%	1410	148	10%	512	347	9%	2381	550
1 or 2	22%	419	50	15%	1160	133	13%	269	161	16%	1848	344
3 OR MORE	33%	581	48	25%	1724	200	13%	185	82	24%	2490	320
TOTAL	19%	1459	153	13%	4294	481	11%	966	590		6719	1224

TABLE 2  
1991

	VIOLENT			NON-VIOLENT			STATUS			TOTALS		
	% Detained	# Secure	# Non- Secure	% Detained	# Secure	# Non- Secure	% Detained	# Secure	# Non- Secure	% # Secure	# Secure	# Non- Secure
<b>SEX</b>												
MALE	26%	1289	103	16%	4005	390	11%	571	301	17%	5865	794
FEMALE	20%	230	29	10%	583	158	13%	408	371	12%	1221	558
<b>RACE</b>												
WHITE	17%	522	76	9%	1809	373	12%	700	455	11%	3033	904
BLACK	36%	974	53	28%	2725	170	13%	258	198	26%	3957	421
OTHER	27%	23	3	17%	54	5	18%	21	19	19%	98	27
<b>AGE</b>												
UNDER	0%	0	0	2%	0	1	3%	0	1	2%	0	2
6-10	4%	16	4	4%	42	18	3%	10	9	4%	68	31
11-15	24%	969	92	16%	2945	349	12%	703	506	15%	4617	946
16 &	33%	534	36	16%	1601	180	17%	266	157	18%	2401	373
<b>PRIOR REFERRALS</b>												
NONE	16%	500	56	8%	1386	210	10%	477	362	10%	2363	628
1 or 2	27%	394	43	18%	1174	151	12%	213	192	18%	1781	386
3 OR MORE	43%	625	33	31%	2028	167	20%	289	118	31%	2942	348
<b>TOTAL</b>	<b>25%</b>	<b>1519</b>	<b>132</b>	<b>15%</b>	<b>4588</b>	<b>548</b>	<b>12%</b>	<b>979</b>	<b>672</b>		<b>7086</b>	<b>1352</b>

TABLE 2  
1990

	VIOLENT			NON-VIOLENT			STATUS			TOTALS		
	% Detained	# Secure	# Non- Secure	% Detained	# Secure	# Non- Secure	% Detained	# Secure	# Non- Secure	% # Secure	# Secure	# Non- Secure
<b>SEX</b>												
MALE	26%	1251	56	16%	4356	298	10%	471	270	16%	6078	624
FEMALE	17%	211	17	11%	703	144	13%	449	355	12%	1363	516
<b>RACE</b>												
WHITE	14%	441	40	10%	2000	313	11%	697	484	11%	3223	317
BLACK	35%	1005	32	26%	2904	119	11%	207	147	25%	4116	298
OTHER	30%	16	1	21%	65	10	14%	16	14	19%	97	25
<b>AGE</b>												
UNDER	0%	0	0	3%	0	11	4%	1	0	3%	1	11
6-10	4%	15	3	3%	34	28	3%	4	15	3%	53	46
11-15	24%	950	52	16%	3169	279	10%	636	461	15%	4755	792
16 &	30%	497	18	17%	1856	124	16%	279	149	18%	2632	201
<b>PRIOR REFERRALS</b>												
NONE	16%	487	25	9%	1577	169	10%	478	405	10%	2542	627
1 or 2	23%	351	21	17%	1283	127	12%	217	165	16%	1851	313
3 OR MORE	43%	624	27	32%	2199	116	17%	225	57	31%	3048	200
<b>TOTAL</b>	<b>24%</b>	<b>1462</b>	<b>73</b>	<b>15%</b>	<b>5059</b>	<b>442</b>	<b>11%</b>	<b>920</b>	<b>625</b>		<b>7441</b>	<b>1140</b>

**Table 3**  
**LENGTH OF PRE-HEARING PLACEMENTS BY VIOLATION TYPE**  
**AND DEMOGRAPHIC CHARACTERISTICS.**

**1992**

- Violent offenders had the longest average length of pre-hearing/detention placement among delinquent and status offenders. 1 in 4 (25%) of all violent offense referrals had a pre-hearing/detention placement longer than 30 days. Overall, pre-hearing placements were longer for victims of child abuse and neglect.
- Black youth had lengths of pre-hearing/detention stays longer than that for whites. 25% of white youth were released within the first 24 hours compared to only 16% of black youth. Conversely, 34% of black youth were held longer than 30 days compared to 26% of the white youth.
- Females were more likely to receive longer pre-hearing/detention placements than males. 22% of males were released within 24 hours while 19% of females were released during that same time. For placement longer than 30 days, the rate was 35% for females and 26% for males.
- Because of the inclusion of abuse/neglect victims into this table, children under the age of 10 had the longest pre-hearing placements.

**TRENDS**

- During this period of examination, there were no significant changes in length of pre-hearing/detention placements among the referral categories and demographic groups.
- Black youth, females and abuse/neglect victims recorded the longest lengths of stay.
- Among criminal offenders and status offenders, violent youth continued to receive longer lengths of pre-hearing/detention placement.

TABLE 3  
1992

	NUMBER IN CUSTODY	% RELEASED WITHIN 24 HRS	% RELEASED 1-3 DAYS	% RELEASED 4-9 DAYS	% RELEASED 10-19 DAYS	% RELEASED 20-29 DAYS	% 30 DAYS OR LONGER
<b>VIOLENT</b>	<b>1580</b>	<b>20%</b>	<b>20%</b>	<b>19%</b>	<b>10%</b>	<b>6%</b>	<b>25%</b>
<b>NON- STATUS</b>	<b>4715</b>	<b>29%</b>	<b>21%</b>	<b>18%</b>	<b>9%</b>	<b>6%</b>	<b>18%</b>
<b>ABUSE &amp; NEGLECT</b>	<b>6179</b>	<b>6%</b>	<b>36%</b>	<b>4%</b>	<b>4%</b>	<b>3%</b>	<b>47%</b>
<b>SEX</b>							
<b>MALE</b>	<b>3534</b>	<b>22%</b>	<b>25%</b>	<b>13%</b>	<b>8%</b>	<b>5%</b>	<b>27%</b>
<b>FEMALE</b>	<b>4402</b>	<b>18%</b>	<b>30%</b>	<b>8%</b>	<b>5%</b>	<b>4%</b>	<b>35%</b>
<b>RACE</b>							
<b>WHITE</b>	<b>6488</b>	<b>25%</b>	<b>26%</b>	<b>11%</b>	<b>7%</b>	<b>5%</b>	<b>26%</b>
<b>BLACK</b>	<b>6123</b>	<b>16%</b>	<b>27%</b>	<b>12%</b>	<b>7%</b>	<b>4%</b>	<b>34%</b>
<b>OTHER</b>	<b>375</b>	<b>14%</b>	<b>29%</b>	<b>7%</b>	<b>7%</b>	<b>3%</b>	<b>41%</b>
<b>AGE</b>							
<b>UNDER AGE 6</b>	<b>2290</b>	<b>5%</b>	<b>36%</b>	<b>4%</b>	<b>3%</b>	<b>2%</b>	<b>50%</b>
<b>6 - 10</b>	<b>1453</b>	<b>7%</b>	<b>39%</b>	<b>4%</b>	<b>4%</b>	<b>3%</b>	<b>43%</b>
<b>11 - 15</b>	<b>6503</b>	<b>24%</b>	<b>23%</b>	<b>15%</b>	<b>8%</b>	<b>6%</b>	<b>24%</b>
<b>16 &amp; OVER</b>	<b>2740</b>	<b>30%</b>	<b>21%</b>	<b>14%</b>	<b>8%</b>	<b>6%</b>	<b>21%</b>
<b>PRIOR REFERRALS</b>							
<b>NONE</b>	<b>7656</b>	<b>19%</b>	<b>32%</b>	<b>9%</b>	<b>5%</b>	<b>3%</b>	<b>32%</b>
<b>1 OR 2</b>	<b>2418</b>	<b>24%</b>	<b>21%</b>	<b>18%</b>	<b>10%</b>	<b>7%</b>	<b>20%</b>
<b>3 OR MORE</b>	<b>2912</b>	<b>20%</b>	<b>17%</b>	<b>15%</b>	<b>9%</b>	<b>7%</b>	<b>21%</b>
<b>TOTAL</b>	<b>12986</b>	<b>20%</b>	<b>26%</b>	<b>12%</b>	<b>7%</b>	<b>5%</b>	<b>30%</b>

TABLE 3  
1991

	NUMBER IN CUSTODY	% RELEASED WITHIN 24 HRS	% RELEASED 1-3 DAYS	% RELEASED 4-9 DAYS	% RELEASED 10-19 DAYS	% RELEASED 20-29 DAYS	% RELEASED 30 DAYS OR LONGER
<b>VIOLENT</b>	<b>1627</b>	<b>21%</b>	<b>23%</b>	<b>18%</b>	<b>8%</b>	<b>5%</b>	<b>25%</b>
<b>NON-VIOLENT</b>	<b>5680</b>	<b>28%</b>	<b>24%</b>	<b>19%</b>	<b>7%</b>	<b>5%</b>	<b>17%</b>
<b>STATUS</b>	<b>1571</b>	<b>40%</b>	<b>24%</b>	<b>11%</b>	<b>9%</b>	<b>5%</b>	<b>11%</b>
<b>ABUSE &amp; NEGLECT</b>	<b>5248</b>	<b>5%</b>	<b>38%</b>	<b>5%</b>	<b>4%</b>	<b>3%</b>	<b>45%</b>
<b>SEX</b>							
<b>MALE</b>	<b>9005</b>	<b>20%</b>	<b>28%</b>	<b>14%</b>	<b>7%</b>	<b>5%</b>	<b>26%</b>
<b>FEMALE</b>	<b>4521</b>	<b>19%</b>	<b>32%</b>	<b>8%</b>	<b>5%</b>	<b>3%</b>	<b>33%</b>
<b>RACE</b>							
<b>WHITE</b>	<b>6542</b>	<b>24%</b>	<b>28%</b>	<b>11%</b>	<b>7%</b>	<b>5%</b>	<b>24%</b>
<b>BLACK</b>	<b>6572</b>	<b>16%</b>	<b>29%</b>	<b>14%</b>	<b>6%</b>	<b>4%</b>	<b>31%</b>
<b>OTHER</b>	<b>412</b>	<b>13%</b>	<b>35%</b>	<b>9%</b>	<b>4%</b>	<b>3%</b>	<b>33%</b>
<b>AGE</b>							
<b>UNDER AGE 6</b>	<b>2331</b>	<b>4%</b>	<b>39%</b>	<b>3%</b>	<b>3%</b>	<b>3%</b>	<b>49%</b>
<b>6 - 10</b>	<b>1467</b>	<b>7%</b>	<b>43%</b>	<b>5%</b>	<b>3%</b>	<b>3%</b>	<b>39%</b>
<b>11 - 15</b>	<b>6786</b>	<b>25%</b>	<b>26%</b>	<b>15%</b>	<b>7%</b>	<b>5%</b>	<b>22%</b>
<b>16 &amp; OVER</b>	<b>2942</b>	<b>27%</b>	<b>22%</b>	<b>16%</b>	<b>8%</b>	<b>6%</b>	<b>21%</b>
<b>PRIOR REFERRALS</b>							
<b>NONE</b>	<b>7783</b>	<b>19%</b>	<b>34%</b>	<b>9%</b>	<b>4%</b>	<b>3%</b>	<b>31%</b>
<b>1 OR 2</b>	<b>2388</b>	<b>25%</b>	<b>24%</b>	<b>18%</b>	<b>8%</b>	<b>5%</b>	<b>20%</b>
<b>3 OR MORE</b>	<b>3355</b>	<b>19%</b>	<b>22%</b>	<b>17%</b>	<b>10%</b>	<b>8%</b>	<b>26%</b>
<b>TOTAL</b>	<b>13526</b>	<b>20%</b>	<b>29%</b>	<b>12%</b>	<b>6%</b>	<b>5%</b>	<b>28%</b>

TABLE 3  
1990

	NUMBER IN CUSTODY	% RELEASED WITHIN 24 HRS	% RELEASED 1-3 DAYS	% RELEASED 4-9 DAYS	% RELEASED 10-19 DAYS	% RELEASED 20-29 DAYS	% RELEASED 30 DAYS OR LONGER
<b>VIOLENT</b>	<b>1578</b>	<b>21%</b>	<b>24%</b>	<b>20%</b>	<b>7%</b>	<b>7%</b>	<b>21%</b>
<b>NON-VIOLENT</b>	<b>5683</b>	<b>28%</b>	<b>25%</b>	<b>18%</b>	<b>8%</b>	<b>6%</b>	<b>15%</b>
<b>STATUS</b>	<b>1655</b>	<b>45%</b>	<b>25%</b>	<b>11%</b>	<b>6%</b>	<b>3%</b>	<b>10%</b>
<b>ABUSE &amp; NEGLECT</b>	<b>4918</b>	<b>9%</b>	<b>37%</b>	<b>5%</b>	<b>4%</b>	<b>4%</b>	<b>41%</b>
<b>SEX</b>							
<b>MALE</b>	<b>9346</b>	<b>23%</b>	<b>28%</b>	<b>15%</b>	<b>7%</b>	<b>5%</b>	<b>22%</b>
<b>FEMALE</b>	<b>4488</b>	<b>21%</b>	<b>31%</b>	<b>9%</b>	<b>5%</b>	<b>4%</b>	<b>30%</b>
<b>RACE</b>							
<b>WHITE</b>	<b>7182</b>	<b>28%</b>	<b>28%</b>	<b>12%</b>	<b>7%</b>	<b>4%</b>	<b>21%</b>
<b>BLACK</b>	<b>6297</b>	<b>16%</b>	<b>31%</b>	<b>14%</b>	<b>6%</b>	<b>5%</b>	<b>28%</b>
<b>OTHER</b>	<b>355</b>	<b>16%</b>	<b>36%</b>	<b>7%</b>	<b>5%</b>	<b>4%</b>	<b>32%</b>
<b>AGE</b>							
<b>UNDER AGE 6</b>	<b>2097</b>	<b>8%</b>	<b>35%</b>	<b>5%</b>	<b>4%</b>	<b>4%</b>	<b>44%</b>
<b>6 - 10</b>	<b>1429</b>	<b>13%</b>	<b>40%</b>	<b>5%</b>	<b>3%</b>	<b>2%</b>	<b>37%</b>
<b>11 - 15</b>	<b>7014</b>	<b>27%</b>	<b>27%</b>	<b>15%</b>	<b>7%</b>	<b>5%</b>	<b>18%</b>
<b>16 &amp; OVER</b>	<b>3294</b>	<b>28%</b>	<b>26%</b>	<b>16%</b>	<b>7%</b>	<b>6%</b>	<b>17%</b>
<b>PRIOR REFERRALS</b>							
<b>NONE</b>	<b>7909</b>	<b>23%</b>	<b>34%</b>	<b>10%</b>	<b>4%</b>	<b>3%</b>	<b>26%</b>
<b>1 OR 2</b>	<b>2544</b>	<b>27%</b>	<b>25%</b>	<b>18%</b>	<b>7%</b>	<b>5%</b>	<b>17%</b>
<b>3 OR MORE</b>	<b>3881</b>	<b>19%</b>	<b>22%</b>	<b>16%</b>	<b>9%</b>	<b>9%</b>	<b>26%</b>
<b>TOTAL</b>	<b>13834</b>	<b>23%</b>	<b>29%</b>	<b>13%</b>	<b>6%</b>	<b>5%</b>	<b>24%</b>

## SUMMARY

Between 1990 and 1992, 13% to 16% of all law violation and status offense referrals to the juvenile court were temporarily held in a pre-hearing placement. Pre-hearing placements included court operated secure and non-secure detention and private residential services including foster care. On average, 85% of all pre-hearing placement occurred in a secure court operated detention facility.

Rates of pre-hearing/detention placements differed by jurisdiction and the race and gender of the offender. Youth who lived in a jurisdiction that had direct access to their own court operated detention facility were 5 times as likely to receive pre-hearing/detention placement as youth in jurisdictions without. Further, black youth were detained more often and for longer periods of time than white youth and black males were detained more often than any other group. The data indicated that black males were in pre-hearing/detention placements at a rate almost three times greater than that for white males. For violent and non-violent referrals, males had a pre-hearing/detention placement rate higher than that for females. However, when females are referred for a status offense they are more likely than their male counterpart to receive pre-hearing/detention placement. Females also had longer pre-hearing/detention placements than males.

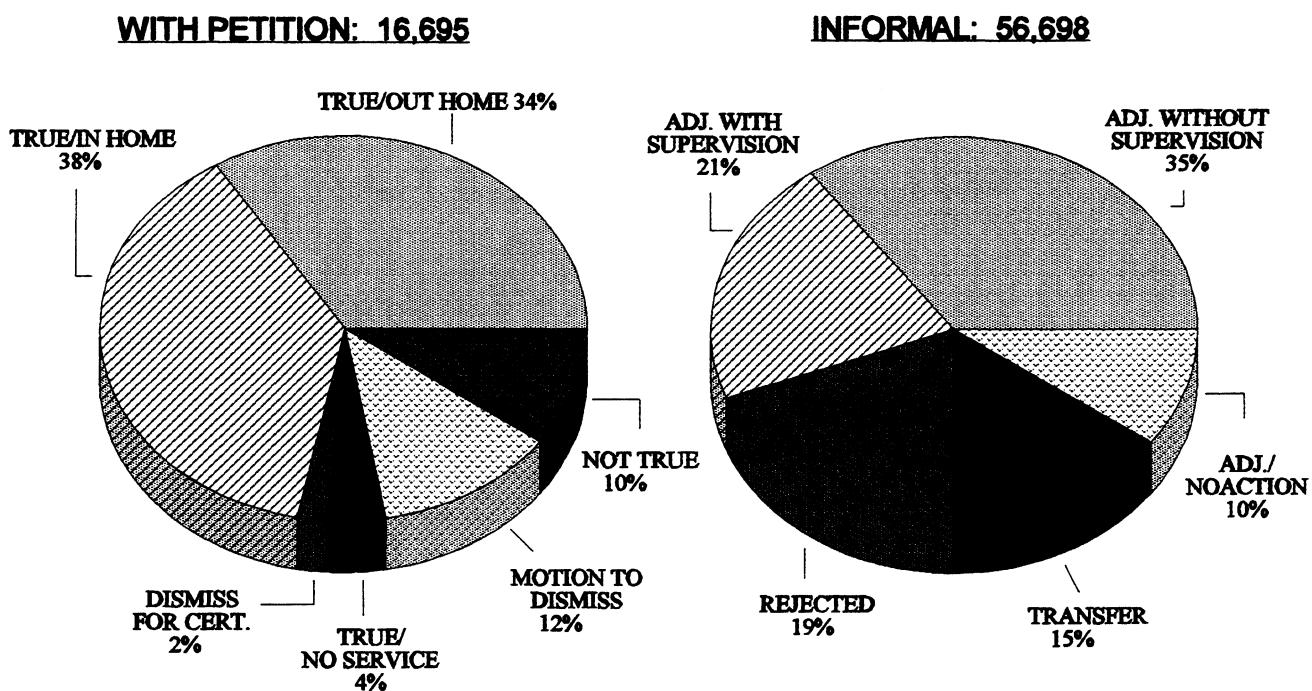
Youth referred for a violent offense had the highest rate of pre-hearing/detention placement among the referral categories. Non-violent and status offenders had similar rates of detention. As was previously mentioned, most pre-hearing/detention placements took place in secure court run detention facilities. Six out of ten status offenders in a pre-hearing placement were held in a secure court operated detention facility. For law violation referrals, youth with prior referrals had higher rates of pre-hearing/detention placement, with three or more prior referrals significantly increasing the probability. For status offenders, prior referrals had little impact on the likelihood of pre-hearing/detention placement.

## *PART III* *DISPOSITIONS*

The juvenile court in Missouri has several options in "disposing" of a referral. The juvenile court officer can file a petition and proceed with a court hearing or, with the consent of the child and the parent, "make such informal adjustment as is practicable without a petition" (§211.081RSMo). The following is a listing and brief description (where necessary) of the outcomes captured by the Missouri Statewide Juvenile Information System:

1. **Allegation found true (with petition)** and juvenile receives out-of-home placement: The juvenile receives a court disposition with custody transferred to another agency or individual. Placement can range from relative to commitment to the Division of Youth Services.
2. **Allegation found true (with petition)** and juvenile receives services in home.
3. **Allegation found true (with petition)** and juvenile receives no services.
4. **Allegation is found not true (with petition)**.
5. **Sustain motion to dismiss (with petition)**: The court finds that a motion to dismiss should be sustained and the case is closed.
6. **Sustain motion to dismiss for certification (with petition)**: Juvenile court jurisdiction is waived and case is transferred to criminal court (adult) for prosecution under General Law.
7. **Informal adjustment without supervision**: Not more than one face to face conference with juvenile court officer.
8. **Informal adjustment with supervision**.
9. **Informal adjustment, no action**: A pending intake situation where no petition is filed and no action is taken other than the collection of information. Example: Truancy letters.
10. **Transfer to other juvenile court**.
11. **Transfer to other agency**.
12. **Referral rejected**.

**Figure 16**  
**TYPE OF DISPOSITION**  
**1992**



- Over three-fourths (77%) of all referrals were handled informally. This represents no change from 1989.
- Of those 56,698 case handled informally, only 21% (11,907) received informal supervision services. All other referrals were either adjusted without services (35%), adjusted with no action (10%), transferred to another juvenile court or agency (15%) or the case was rejected (19%).
- Petitions were sustained for 76% of the 16,695 cases for which formal processing occurred. Two percent were dismissed from juvenile court for certification to criminal court. Another 12% were dismissed via motion at this stage, and 10% of the petitions were not sustained.
- Following adjudication, slightly more youths received in-home services (6,344) compared to those who were placed outside the home for treatment (5,746), and those who were adjudicated but received no services (668).

**Table 4**  
**PERCENT OF REFERRALS PROCESSED FORMALLY**  
**BY TYPE OF CASE**

**1992**

- Among the cases referred to juvenile court for violence in 1992, 23% were adjudicated. The rate was slightly higher for males (26%), minorities (29%), and youth at least 16 (28%).
- Among the larger number of non-violent cases, only 18% were adjudicated. Males (20%), blacks (24%), and older youths (19%) also were slightly more likely to be adjudicated in these cases.
- Fifteen percent of the referrals for status offenses were adjudicated in 1992. The rate was higher among black youths (22%).
- When the rates of adjudication in 1992 are compared to those in the two previous years, a slight decrease in the use of adjudication for violent cases is noted overall (from 27% in 1990 and 1991 to 23% in 1992) and independently for males, blacks, and older youths. Adjudication of cases for non-violent and status offenses varied little across the three years.

**TABLE 4**  
**1992**

	VIOLENT		NON-VIOLENT		STATUS	
	# OF PETITIONS FILED	% OF ALL REFERRALS ADJUDICATED	# OF PETITIONS FILED	% OF ALL REFERRALS ADJUDICATED	# OF PETITIONS FILED	% OF ALL REFERRALS ADJUDICATED
<b>SEX</b>						
MALE	1707	26%	5952	20%	1187	16%
FEMALE	286	16%	909	12%	913	14%
<b>RACE</b>						
WHITE	877	19%	3975	16%	1332	13%
BLACK	1086	29%	2773	24%	714	22%
OTHER	30	29%	113	22%	54	18%
<b>AGE</b>						
UNDER AGE 6	0	0%	1	1%	5	19%
6 - 10	35	6%	67	3%	45	7%
11 - 15	1347	24%	4621	19%	1708	16%
16 & OVER	611	28%	2172	19%	342	13%
<b>PRIOR REFERRALS</b>						
NONE	633	14%	1929	9%	943	11%
1 OR 2	559	26%	1960	23%	659	19%
3 OR MORE	801	42%	2972	38%	498	25%
<b>TOTAL</b>	<b>1993</b>	<b>23%</b>	<b>6861</b>	<b>18%</b>	<b>2100</b>	<b>15%</b>

TABLE 4  
1991

	VIOLENT		NON-VIOLENT		STATUS	
	# OF PETITIONS FILED	% OF ALL REFERRALS ADJUDICATED	# OF PETITIONS FILED	% OF ALL REFERRALS ADJUDICATED	# OF PETITIONS FILED	% OF ALL REFERRALS ADJUDICATED
<b>SEX</b>						
MALE	1580	30%	5748	21%	1106	14%
FEMALE	220	17%	779	11%	833	14%
<b>RACE</b>						
WHITE	770	21%	3609	15%	1225	12%
BLACK	997	35%	2833	28%	664	19%
OTHER	33	34%	85	25%	50	22%
<b>AGE</b>						
UNDER	0	0%	4	7%	0	0%
6 - 10	25	5%	82	5%	41	6%
11 - 15	1219	28%	4219	20%	1572	15%
16 & OVER	556	32%	2222	20%	326	13%
<b>PRIOR REFERRALS</b>						
NONE	573	17%	1841	10%	778	9%
1 OR 2	482	30%	1764	24%	608	17%
3 OR MORE	745	49%	2922	41%	553	27%
TOTAL	1800	27%	6527	19%	1939	14%

TABLE 4  
1990

	VIOLENT		NON-VIOLENT		STATUS	
	# OF PETITIONS FILED	% OF ALL REFERRALS ADJUDICATED	# OF PETITIONS FILED	% OF ALL REFERRALS ADJUDICATED	# OF PETITIONS FILED	% OF ALL REFERRALS ADJUDICATED
<b>SEX</b>						
MALE	1534	30%	6304	22%	1169	16%
FEMALE	230	17%	1050	14%	894	14%
<b>RACE</b>						
WHITE	658	20%	4038	17%	1347	13%
BLACK	1088	36%	3222	28%	670	21%
OTHER	18	32%	94	26%	46	21%
<b>AGE</b>						
UNDER	0	0%	120	31%	0	0%
6 - 10	22	5%	170	9%	46	7%
11 - 15	1157	27%	4561	21%	1707	16%
16 & OVER	585	34%	2503	21%	310	12%
<b>PRIOR REFERRALS</b>						
NONE	529	16%	2226	11%	975	11%
1 OR 2	480	29%	2059	25%	627	20%
3 OR MORE	755	50%	3069	42%	461	28%
TOTAL	1764	27%	7354	20%	2063	15%

**Table 5**  
**PERCENT OF REFERRALS PROCESSED INFORMALLY**  
**BY TYPE OF CASE**

**1992**

- In 1992, 56,698 cases, or 77% of all referrals, were informally adjusted (shown in Figure 16). When type of referral is compared, the rate of informal handling is higher among non-violent (82%) and status offenses (85%).
- Rates of informal adjustment were slightly higher among females, whites, and younger children regardless of referral type.
- The use of informal adjustment appears relatively unchanged across 1992, 1991 and 1990.

**TABLE 5**  
**1992**

	VIOLENT		NON-VIOLENT		STATUS	
	# OF INFORMAL ADJUSTMENTS	% OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENT	# OF INFORMAL ADJUSTMENTS	% OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENT	# OF INFORMAL ADJUSTMENTS	% OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENT
<b>SEX</b>						
MALE	4937	74%	23590	80%	6363	84%
FEMALE	1555	84%	6937	88%	5550	86%
<b>RACE</b>						
WHITE	3757	81%	21520	84%	9101	87%
BLACK	2660	71%	8694	76%	2569	78%
OTHER	75	71%	313	73%	243	82%
<b>AGE</b>						
UNDER AGE 6	24	100%	94	99%	22	81%
6 - 10	599	94%	1871	97%	573	93%
11 - 15	4322	76%	19264	81%	9066	84%
16 & OVER	1547	72%	9298	81%	2252	87%
<b>PRIOR REFERRALS</b>						
NONE	3918	86%	19182	91%	7679	89%
1 OR 2	1577	74%	6576	77%	2722	81%
3 OR MORE	1097	58%	4769	62%	1512	75%
<b>TOTAL</b>	<b>6492</b>	<b>77%</b>	<b>30527</b>	<b>82%</b>	<b>11913</b>	<b>85%</b>

TABLE 5  
1991

	VIOLENT		NON-VIOLENT		STATUS	
	# OF INFORMAL ADJUSTMENTS	% OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENT	# OF INFORMAL ADJUSTMENTS	% OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENT	# OF INFORMAL ADJUSTMENTS	% OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENT
<b>SEX</b>						
MALE	3704	70%	21002	79%	6541	86%
FEMALE	1058	83%	6341	89%	5229	86%
<b>RACE</b>						
WHITE	2846	79%	19676	85%	8698	89%
BLACK	1853	65%	7409	72%	2895	81%
OTHER	63	66%	258	75%	177	78%
<b>AGE</b>						
UNDER	12	100%	56	93%	32	100%
6 - 10	431	95%	1596	95%	608	94%
11 - 15	3156	72%	16883	80%	8899	85%
16 & OVER	1163	68%	8808	80%	2231	87%
<b>PRIOR REFERRALS</b>						
NONE	2961	83%	17523	90%	7617	91%
1 OR 2	1115	70%	5627	76%	2657	81%
3 OR	786	51%	4193	59%	1498	73%
<b>TOTAL</b>	<b>4762</b>	<b>73%</b>	<b>27343</b>	<b>81%</b>	<b>11770</b>	<b>86%</b>

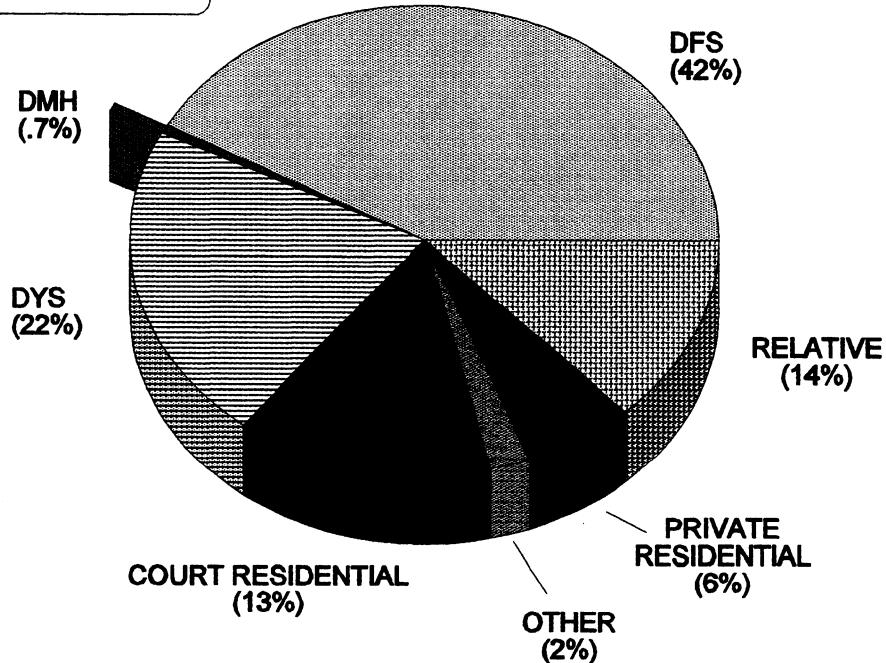
TABLE 5  
1990

	VIOLENT		NON-VIOLENT		STATUS	
	# OF INFORMAL ADJUSTMENTS	% OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENT	# OF INFORMAL ADJUSTMENTS	% OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENT	# OF INFORMAL ADJUSTMENTS	% OF ALL REFERRALS RECEIVING INFORMAL ADJUSTMENT
<b>SEX</b>						
MALE	3549	70%	22030	78%	6357	84%
FEMALE	1122	83%	6565	86%	5291	86%
<b>RACE</b>						
WHITE	2716	80%	19848	83%	8945	87%
BLACK	1917	64%	8486	72%	2527	79%
OTHER	38	69%	261	74%	176	79%
<b>AGE</b>						
UNDER	6	100%	263	67%	23	100%
6 - 10	461	95%	1723	91%	600	93%
11 - 15	3065	73%	17271	79%	8741	84%
16 & OVER	1139	66%	9338	79%	2284	88%
<b>PRIOR REFERRALS</b>						
NONE	2737	84%	18041	89%	7960	89%
1 OR 2	1166	80%	6322	75%	2471	80%
3 OR	768	50%	4232	59%	1187	72%
<b>TOTAL</b>	<b>4671</b>	<b>73%</b>	<b>28595</b>	<b>80%</b>	<b>11648</b>	<b>85%</b>

**Figure 17**

**TYPE OF OUT-OF-HOME PLACEMENTS  
1992**

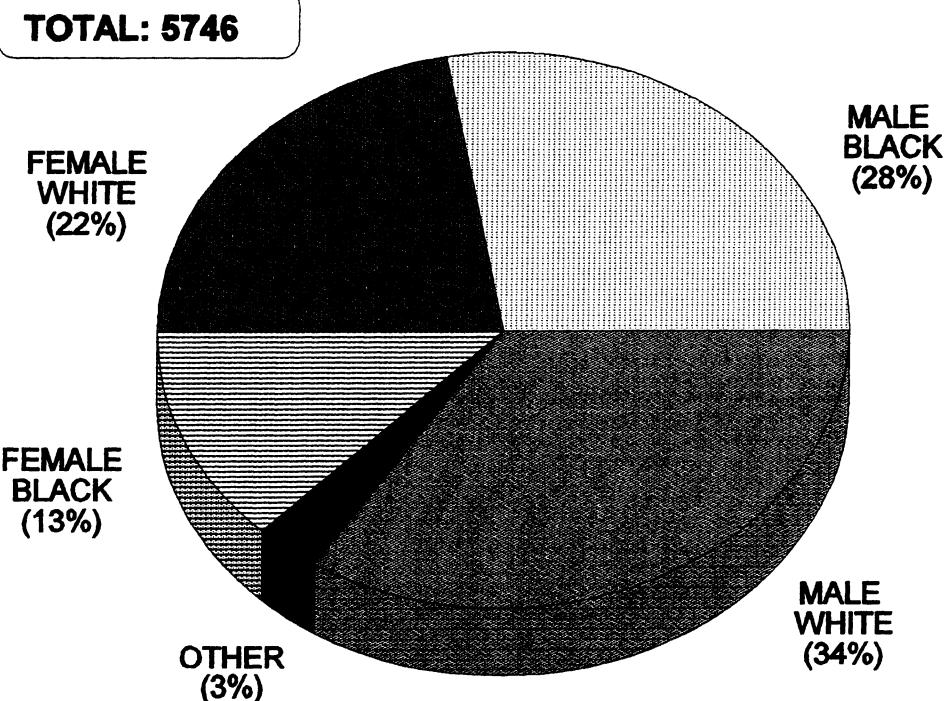
**TOTAL: 5746**



- The 5,746 out-of-home placements during 1992 represents an increase of 17% over 1989.
- The Division of Family Services was the most common treatment provider (42%), followed by the Division of Youth Services (22%), relatives [outside of custody through DFS] (14%), court-run residential programs (13%) and private facilities (6%).
- When types of referrals were compared (table not shown), DYS received 50% of the non-violent placements, 47% of the violent placements, and 21% of the status offender placements. DFS received 28% of the status offenders, 6% of the non-violent and 8% of the violent placements. Placement in court-run facilities occurred for 20% of the violent, 23% of the non-violent, and 28% of the status offense out-of-home dispositions.

**Figure 18**

**DISTRIBUTION OF RACE & GENDER  
AMONG OUT-OF-HOME PLACEMENTS  
1992**



- Among the youths who were removed from their homes following adjudication, 34% were white males, 28% were black males, 22% were white females and 13% were black females.
- Comparisons by referral types (table not shown), identified cases involving males among 87% of the violent, 86% of the non-violent, and 59% of the out-of-home placements. White youths accounted for 50% of the placements for violence, 55% for non-violence, and 67% for status offenses. The majority of all placements involved youths ages 11 to 15. However, youths 16 and older represented 27% of the placements for violence, 27% for non-violence and 17% for status offenses.
- The majority of out-of-home placements also involved youths with prior juvenile court referrals. Among those placements for violence, 53% had 3 or more prior referrals, the same was true of 62% of the non-violent placements and 27% of the status offenses.

**Table 6**  
**COMMITMENTS TO DYS BY CIRCUIT FY 93**

CIRCUIT	Number Committed	% of TOTAL	CIRCUIT	Number Committed	% of TOTAL
1	1	.1%	24	22	.2%
2	7	.7%	25	14	1%
3	1	.1%	26	26	.3%
4	1	.1%	27	6	.6%
5	11	1%	28	5	.5%
6	3	.3%	29	23	2%
7	45	4%	30	6	.6%
8	10	1%	31	87	9%
9	0	0%	32	17	2%
10	7	.7%	33	30	3%
11	41	4%	34	23	2%
12	9	.9%	35	25	2%
13	34	3%	36	7	.7%
14	4	.4%	37	4	.4%
15	11	1%	38	15	1%
16	89	9%	39	15	1%
17	5	.5%	40	26	3%
18	11	1%	41	1	.1%
19	8	.8%	42	12	1%
20	7	.7%	43	5	.5%
21	98	10%	44	11	1%
22	168	17%	45	14	1%
23	36	4%	<b>TOTAL</b>	<b>1001</b>	

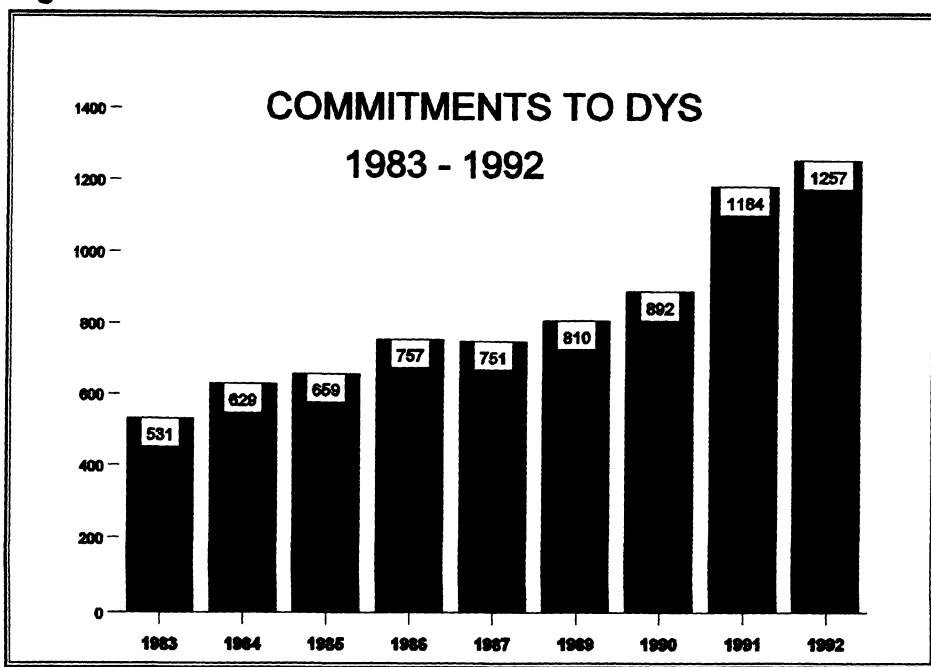
- Commitments to DYS occurred with greater frequency from four urban circuits (17% from circuit 22, 10% from circuit 21, 9% from circuit 16, and 9% from circuit 31). Other circuits with 25 or more commitments each during 1992 were circuits 7, 11, 13, 23, 26, 33, 35 and 40.

**Table 7**  
**AVERAGE LENGTH OF STAY BY FACILITY FY93**

Park Camps		Regional Youth Centers		Group Homes	
<u>FACILITY</u>	<u> DAYS</u>	<u>FACILITY</u>	<u> DAYS</u>	<u>FACILITY</u>	<u> DAYS</u>
Spanish Lake		NW Regional Youth Ctr.	240	Group Home 1	316
Watkins Mill	256	Special Treatment Unit	233	Community Learning Ctr.	300
Twin Rivers	249	Waverly	199	Group Home 14	194
Sierra Osage	234	Hogan Street	190	Girardot Center	192
Delmina Woods	227	Sears	179	Summit House	188
Babler Lodge	209			NE Community Treatment	139
Ft. Bellefontaine	199			Wilson Creek	107
Camp Avery	133			Lewis and Clark	86
				Green Gables	35

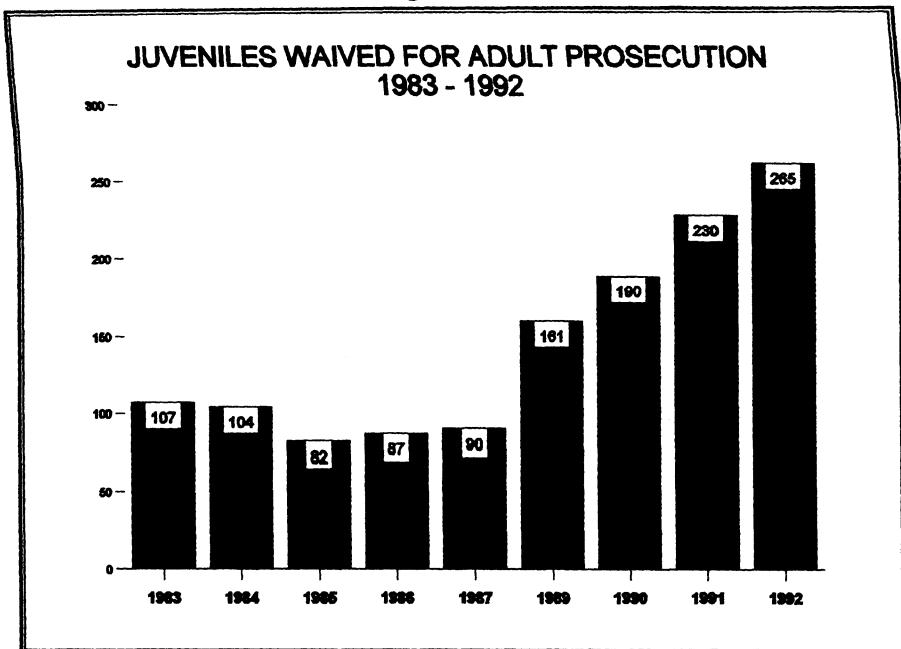
- During fiscal year 1993, the Division of Youth Services provided 22 different treatment facilities within Missouri. These facilities were classified as park camps, regional youth centers, and group homes. The average length of stay varied from 35 days in the Green Gables groups home facility to 316 days in group home 1. In the Hogan Street facility, considered by many to be the most restrictive placement option, the average length of stay was 190 days.

**Figure 19**



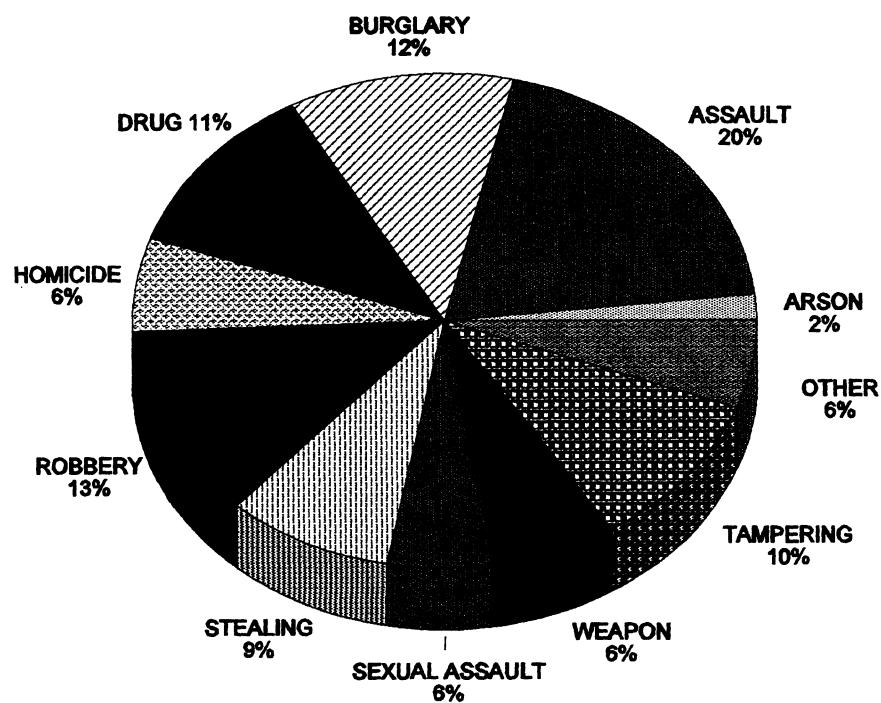
- Since 1983, commitments to the Division of Youth Services have more than doubled, increasing by 136%.
- Between 1983 and 1990, commitments to the Division increased at an average rate of 11% per year (approximately 60 youth per year). Between 1990 and 1991 commitments to the Division increased by 32% (292 youth). Since 1990 commitments to the division have increased at an annual rate of 20%.
- At an average increase of 15% per year, the Division would be serving 3,838 youth by the year 2000, a total increase of 205%.

**Figure 20**



**Figure 21**

### WAIVERS BY OFFENSE TYPE 1992



NUMBER OF OFFENSES	
ARS	5
ASL	52
BUR	31
DRG	30
HOM	16
ROB	34
STL	23
SXL	15
TMP	27
WPN	17

**Table 8**  
**JUVENILES WAIVED FOR**  
**ADULT PROSECUTION**

1992	Number of Referrals	% of TOTAL
<b>RACE AND GENDER</b>		
White Male	70	26%
Black Male	188	71%
White Female	4	.2%
Black Female	1	.4%
Other	2	1%
<b>AGE</b>		
14	6	.2%
15	40	15%
16	199	75%
17	18	7%
18	2	1%
<b>PRIOR REFERRALS</b>		
None	28	11%
1 or 2	43	16%
3 or More	194	73%
<b>TOTAL</b>	<b>265</b>	

- Of the youths waived to criminal court during 1992, the majority were black males (71%). White males represented 26%, black females 4%, and white females 2%.
- The majority (75%) of youths waived to criminal court were age 16.
- The majority (73%) of the certified youths also had 3 or more prior juvenile court referrals, 16% had one or two prior referrals and for 11% the alleged offense for which they were waived was their first referral to juvenile court.
- The majority of the 265 juvenile cases waived to criminal court during 1992 came from the three metropolitan circuits, 36% from circuit 22, 20% from circuit 16, and 13% from circuit 21. Circuit 11 waived 5%(or 14 cases) to criminal court. Other circuits responsible for certification of at least 5 cases during 1992 were circuits 7, 13, 19, 33, 34, and 43.

**Table 9**  
**JUVENILES WAIVED FOR ADULT PROSECUTION 1992**

CIRCUIT	Number of Referrals	% of TOTAL	CIRCUIT	Number of Referrals	% of TOTAL
2	4	.2%	26	1	.4%
3	1	.4%	28	1	.4%
7	5	2%	29	2	1%
10	4	2%	30	1	.4%
11	14	5%	32	3	1%
13	5	2%	33	6	2%
14	2	1%	34	6	2%
16	53	20%	35	1	.4%
19	5	2%	36	4	2%
20	1	.4%	38	2	1%
21	34	13%	39	2	1%
22	96	36%	40	2	1%
23	1	.4%	43	7	3%
25	1	.4%	45	1	.4%
<b>TOTAL OF ALL REFERRALS WAIVED TO ADULT COURT = 265</b>					

## SUMMARY

The majority of cases referred to the juvenile court during the period 1990 - 1992 were disposed of through the use of informal adjustment which can include "*the giving of counsel and advice to the juvenile and his custodian by the juvenile officer and other appropriate persons . . . [and] supervision by the juvenile officer and the temporary placement of the juvenile with persons other than his custodian . . .*" (Supreme Court of Missouri Rule 113.01) Of the 56,698 referrals handled informally, 21% received some type of supervision services. Violent offenses were more likely to be processed formally, followed by non-violent offenses and status offenses. Males, African-Americans and older youth were most likely to have petitions files for formal adjudication.

Once youth were adjudicated by the juvenile court, there was an almost even chance that they would receive out-of-home placement as they would receive services while remaining at home. The Missouri Division of Family Services (DFS) handled most (42%) of the out-of-home placements which includes many status offenders. The Missouri Division of Youth Services (DYS) received 22% of the referrals and including 47% of the violent offender referrals. Males accounted for the majority of out-of-home placements representing nearly 90% of the placements for violent and non-violent offenses. Commitments to DYS have increased at an annual rate of 11% since 1983 which projects to over 3,000 commitments by the year 2000. The majority of commitments to DYS came from St. Louis City, St. Louis County, Jackson County and Greene County. The average length of stay at a DYS facility varied significantly from facility to facility with the actual range running from 35 days to 316 days.

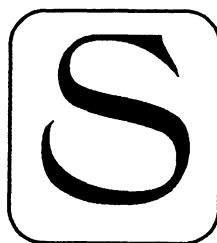
Transfer (Waiver) of juveniles to adult court for prosecution occurred for 2% of the referrals processed formally. During the period 1983 - 1992, waivers to adult court increased 150%. In 1992, 79% of all waiver hearings resulted in the juvenile court petition being dismissed to allow prosecution in the court of general jurisdiction (adult court). Assault was the most common offenses for which waiver occurred, followed by robbery, burglary and drug offenses. Black males represented over two-thirds of all waivers. The largest majority of waivers also involved youth 16 years of age or older with three or more prior referrals. St. Louis City, St. Louis County and Jackson County waived the majority of juveniles during this period.

---

Section 4  
SERIOUS and VIOLENT JUVENILE OFFENDERS

---

# Missouri



select  
ymposium on the  
erious and Violent Juvenile Offender

**March 23-24, 1993**

***The Missouri Department of Public Safety  
and  
Missouri Juvenile Justice Advisory Group***

## INTRODUCTION

### **VIOLENCE**

The issue of violent crime has become a major topic in the press, in the political arena, in the criminal justice system and in the private conversations of the public. For the media it might be "news", for a politician it might be a "stand on an important issue", for the criminal justice system it might be an increase in needs or a reaction to public perceptions, for the public it might be "fear". When conversations focus on violence committed by juveniles the issue takes on new dimensions.

Recent media reports and political statements often contain references to increased violence by juveniles and describe this change using words such as "explosion" and "alarming". Naturally, the public has become very concerned and fearful for its personal safety. As the issue escalates so do the cries for something to be done. Very often with emotional issues we are looking for a "quick fix" and are likely to form a strong opinion on the causes of the problems and the solutions.

Violent crime and violent criminals should be a serious concern regardless of their prevalence. Certainly, these individuals must be dealt with appropriately and public safety must be a primary consideration. However, it is important to have a clear understanding of the nature and extent of the problem in order to proceed with the critical efforts of prevention and treatment. To this end, the Missouri Department of Public Safety (DPS) and the Missouri Juvenile Justice Advisory Group (JJAG) have undertaken a special project entitled **The Serious and Violent Juvenile Offender**. Our ultimate goal is to improve the quality of life for all Missourians, including those in need of intervention and treatment services.

We believe that all of Missouri's children are worth saving. We believe that the juvenile justice system holds the best hope for positive outcomes. We believe that Missouri can find solutions to this problem by a greater coordination of efforts between state and local governments, between service agencies, with business and community leaders and with the community itself. We believe that we cannot meet the challenge of this problem by investing solely in the criminal justice system, but must be more proactive in preventive strategies.

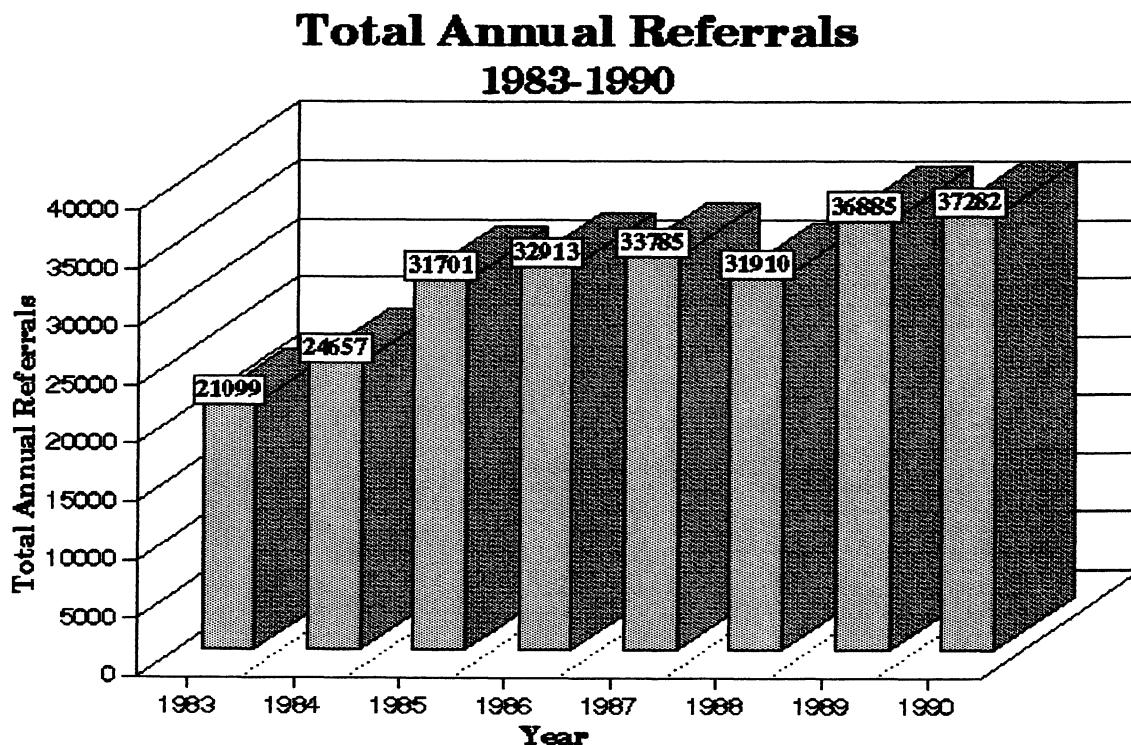
The Serious and Violent Juvenile Offender Project includes the collection and review of statistical data, an opinion survey with law enforcement, juvenile courts and educators and a convening of individuals from around the state for the Missouri Select Symposium on the Serious and Violent Juvenile Offender. The results of these efforts will be presented in a final report and distributed to the Governor, legislators, juvenile courts, law enforcement, etc.

We urge you to contact us with any concerns, questions or recommendations that you might have.

# JUVENILE COURT REFERRAL DATA

To help us understand the extent of serious and violent offending by juveniles and recent trends in offending behavior, we examined juvenile court referral data for the period 1983 - 1990. These data is reported by each of Missouri's juvenile courts to the Missouri Statewide Juvenile Information System operated under the authority of the Missouri Department of Social Services and the Division of Children and Youth Services. This reporting system captures the major allegation, detention placements, processing and adjudication and placement along with demographic information regarding the youth. When reading the statistical data that follow, please be advised that numbers represent referrals and not individuals. It is possible, and is common, for youth to have multiple referrals during the year. Therefore, the actual number of youth involved will be less than the number of referrals.

*Figure 1*

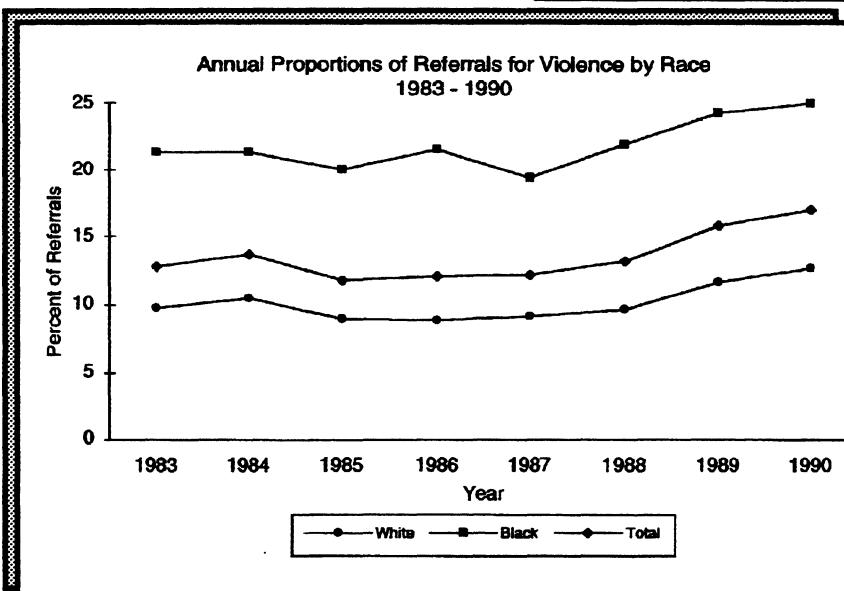
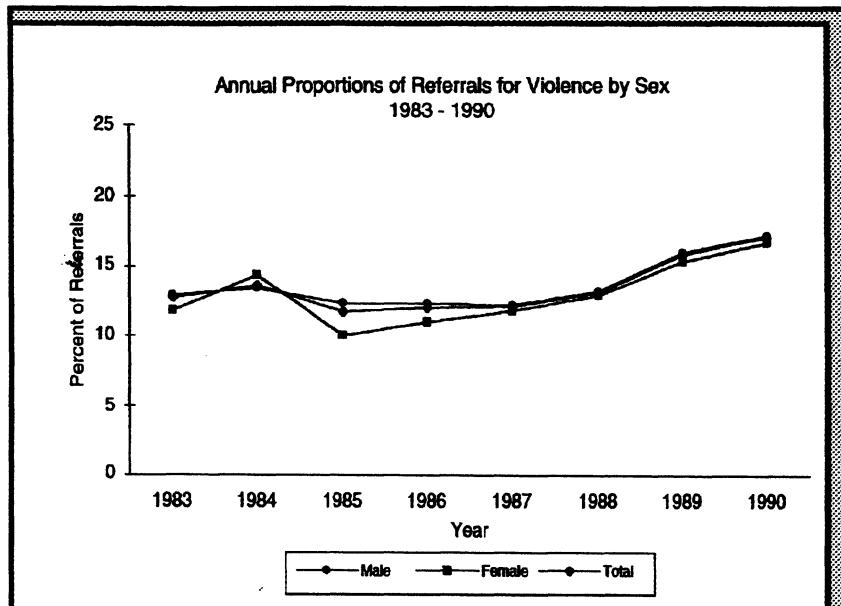


\* Referral data for Jackson County was not included in the 1988 data set.

- The total number of annual referrals increased 77% during this period.
- The largest growth in referrals occurred between 1983 and 1986, up 50%. The total number of referrals to the juvenile court have increased at a steady rate of 2% - 4% since 1985.
- 1991 referral data indicate an increase in all law violations to 40,180 (a 90% increase over 1983).
- Typically, males account for two-thirds or more of all referrals with white males making up the largest percentage of all referrals. Females are approximately one-third of all referrals with white females more than double the number of black females. (Numbers not shown)

## **REFERRALS FOR VIOLENT OFFENSES**

**Figure 2**  
*Annual Proportions of  
Referrals for Violence  
by Sex*  
**1983 - 1990**



**Figure 3**

*Annual Proportions of  
Referrals for Violence  
by Race*  
**1983 - 1990**

Violent offenses discussed in this report refer to crimes against persons and include the following criminal charges: Homicide, Rape, Sexual Assault, Robbery and Felony Assault.

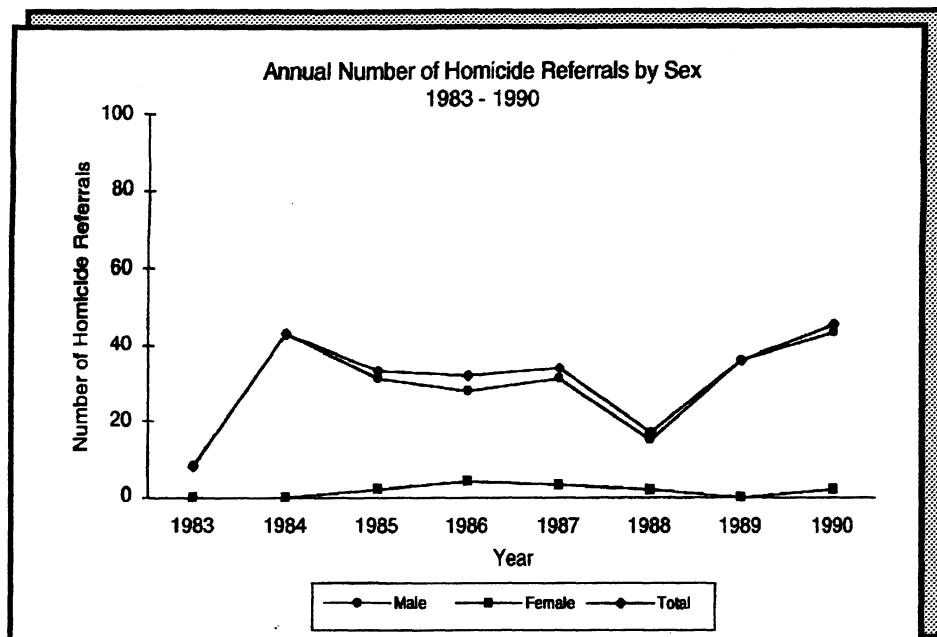
- During the period 1983 - 1990 violent offenses reported to the juvenile court as a percentage of all law violation referrals for delinquency rose from 12.8% to 17.1%.
- Although there has not been a large increase in the percentage of referrals for violent offenses, the actual number of referrals during this period jumped from 2,692 to 6,368, an increase well over 136.5%.
- Females showed the largest increase in percent of the total (11.9% to 16.7%)
- For 1990, black youth represented the largest percent of referrals for violent crimes at just over 50% of the total (n=3,191). This was true for 1989 as well, but represents a change from the previous years studied.
- Males comprise nearly 80% of the total referrals for violence (n=5,090) in 1990. This referral rate is consistent for the entire period studied.
- 59% of all violent offense referrals during the period 1983 - 1990 were reported in three judicial circuits; the 16th (Jackson County), 21st (St. Louis County) and the 22nd (St. Louis City). All three juvenile courts reported a steady increase in violent offense referrals during this period rising at a rate greater than 100% from 1983 - 1990. Jackson County recorded the greatest increase at 180%.

## HOMICIDE

*Figure 4*

### *Annual Number of Homicide Referrals by Sex*

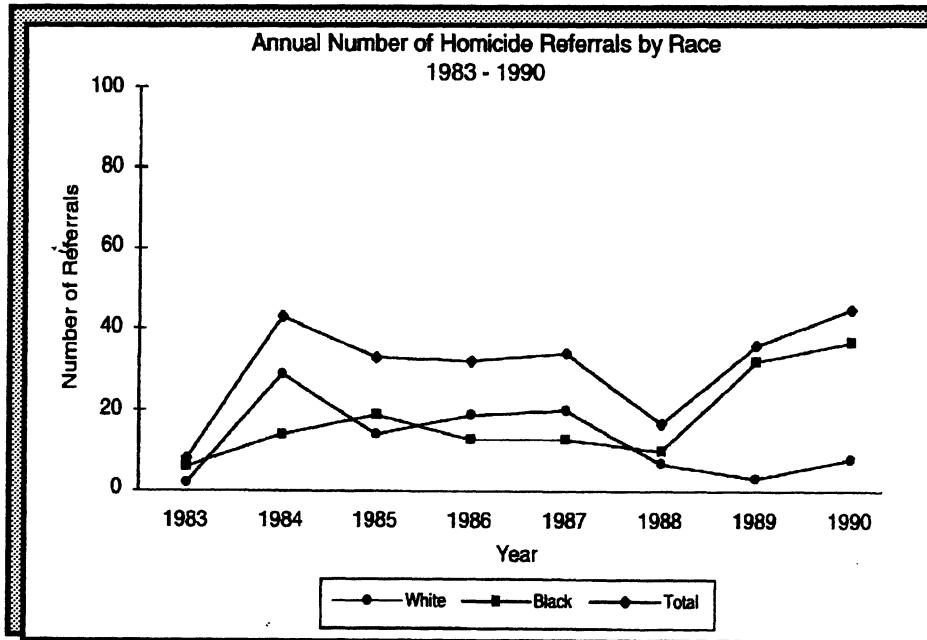
*1983 - 1990*



*Figure 5*

### *Annual Number of Homicide Referrals by Race*

*1983 - 1990*

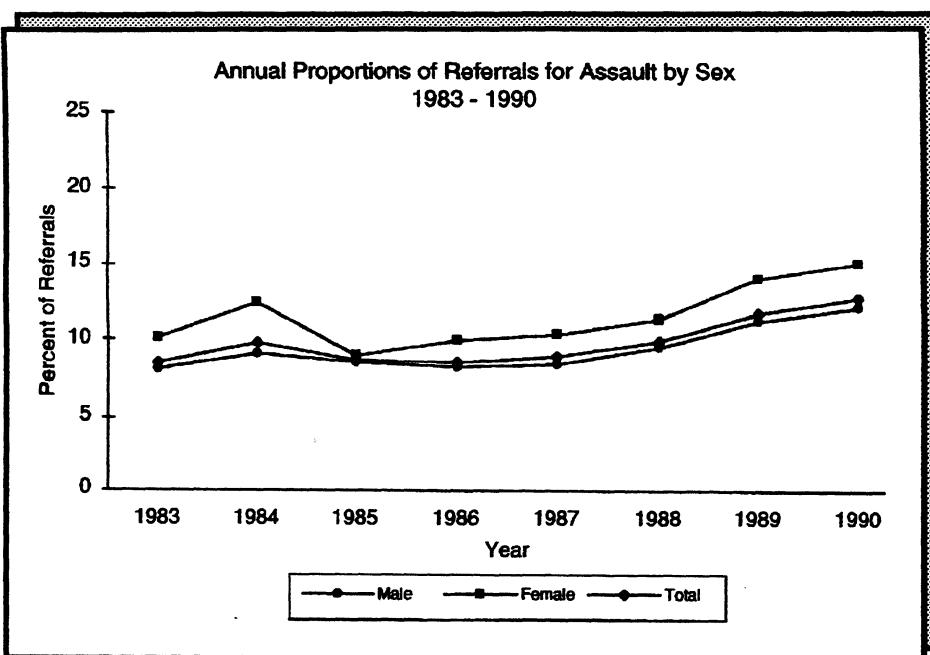


- Homicides account for only one-tenth of one percent of all referrals annually for law violations.
- During the period 1983 - 1990, the number of homicides committed by juveniles remained relatively the same after a jump from 8 in 1983 to 43 in 1984.
- Referral data for 1991 shows a total of 56 juvenile perpetrated homicides, a 32% increase over 1990.
- Consistently, males account for 95 - 100% of all homicide referrals.
- The number of homicide referrals for whites declined during this period, while referrals for black youth increased (from 14 in 1984 to 37 in 1990).
- 191 (77%) of the reported juvenile perpetrated homicides occurred in the metropolitan areas of Kansas City, St. Louis City and St. Louis County. Kansas City, even with 1988 data missing, recorded the most homicides with a total of 102. St. Louis City followed with 65 and St. Louis County reported 24 homicides.

## ASSAULT

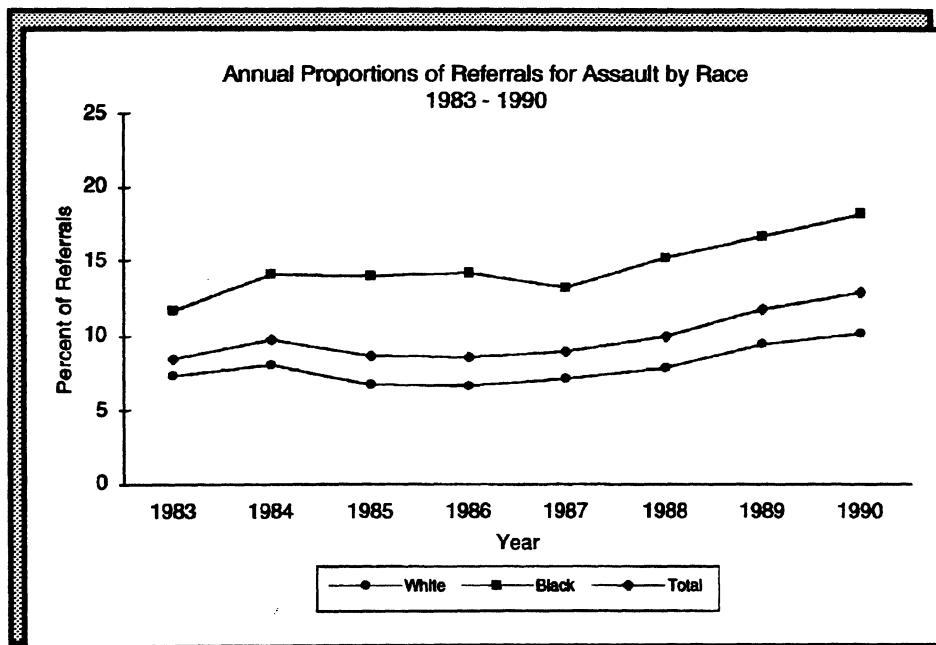
*Figure 6*

*Annual Proportions  
of Referrals for  
Assault by Sex  
1983 - 1990*



*Figure 7*

*Annual Proportions  
of Referrals for  
Assault by Race  
1983 - 1990*

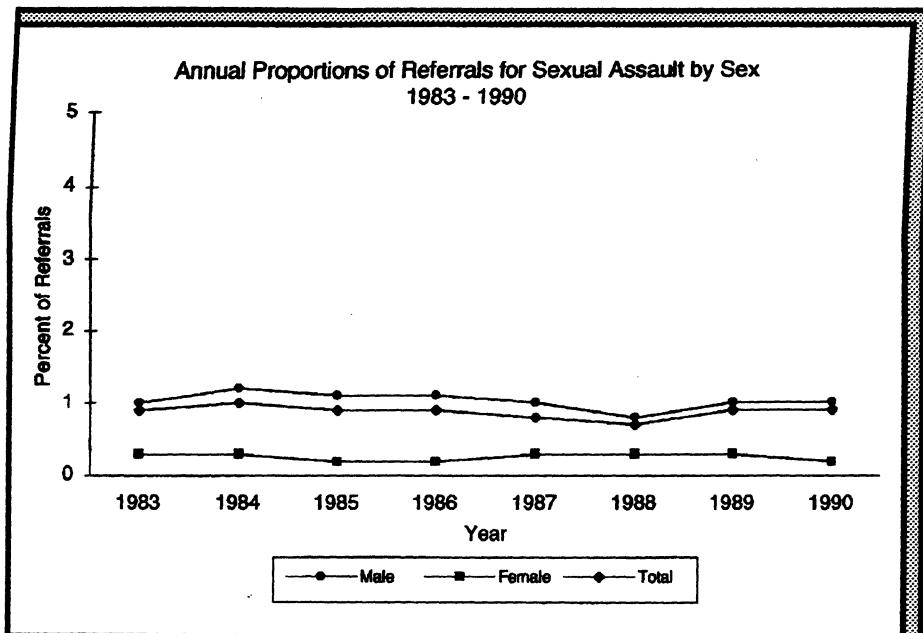


- Referrals for assault rose steadily during this period, with assaults accounting for 12.9% of all referrals in 1990 ( $n=4,810$ ) up from 8.5% in 1983.
- 74 - 77% of assault referrals during this period involved males.
- The percent of total assault referrals for black youth increased from 36% in 1983 to 47% in 1990.
- White youth account for the largest actual number of assault referrals for any one year during this period (2,494 in 1990).

## SEXUAL ASSAULT

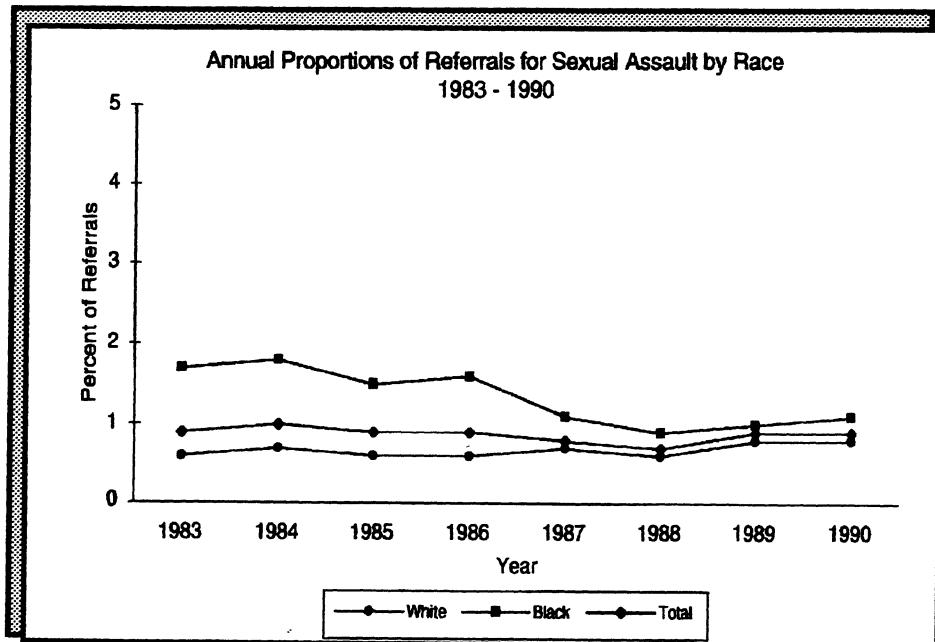
*Figure 8*

*Annual Proportion of  
Referrals for Sexual  
Assault by Sex  
1983 - 1990*



*Figure 9*

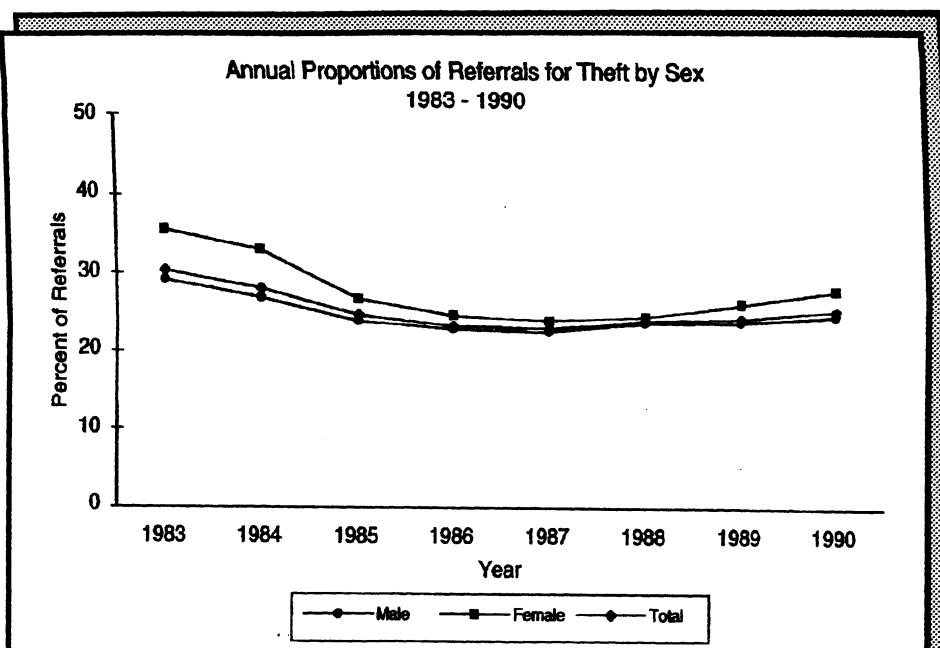
*Annual Proportion of  
Referrals for Sexual  
Assault by Race  
1983 - 1990*



- The percent of annual referrals for sexual assault remained unchanged during this period, but the actual number of referrals increased from 189 in '83 to 322 in '90.
- Males account for well over 90% of all sexual assault referrals during this period.
- The proportion of referrals for black youth declined during this period.
- 1991 juvenile court data reported 379 referrals for sexual assault.

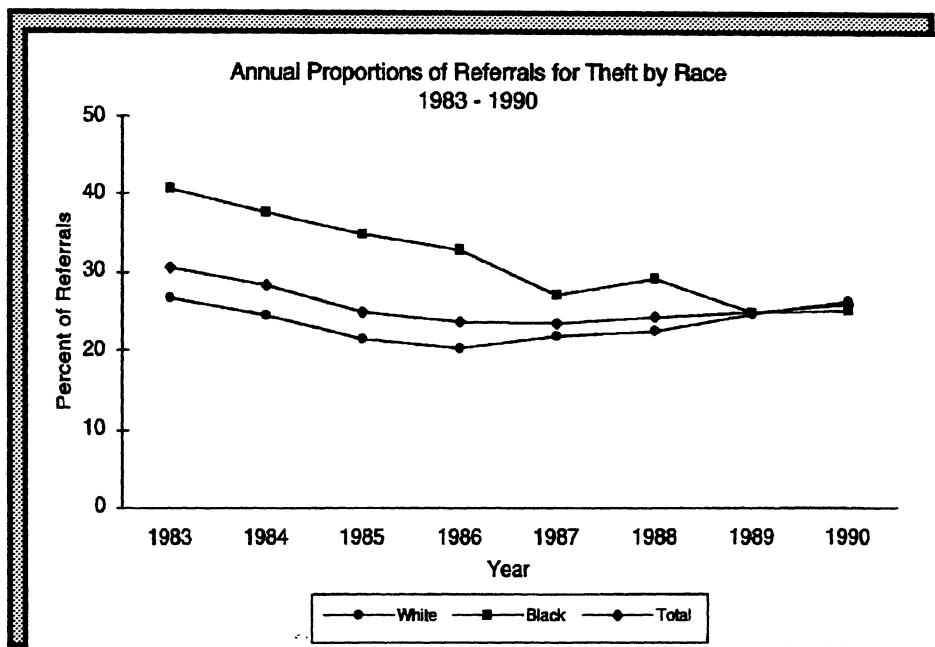
## THEFT

*Figure 10*  
**Annual Proportions  
of Referrals for  
Theft by Sex**  
**1983 - 1990**



*Figure 11*

**Annual Proportions  
of Referrals for  
Theft by Race**  
**1983 - 1990**



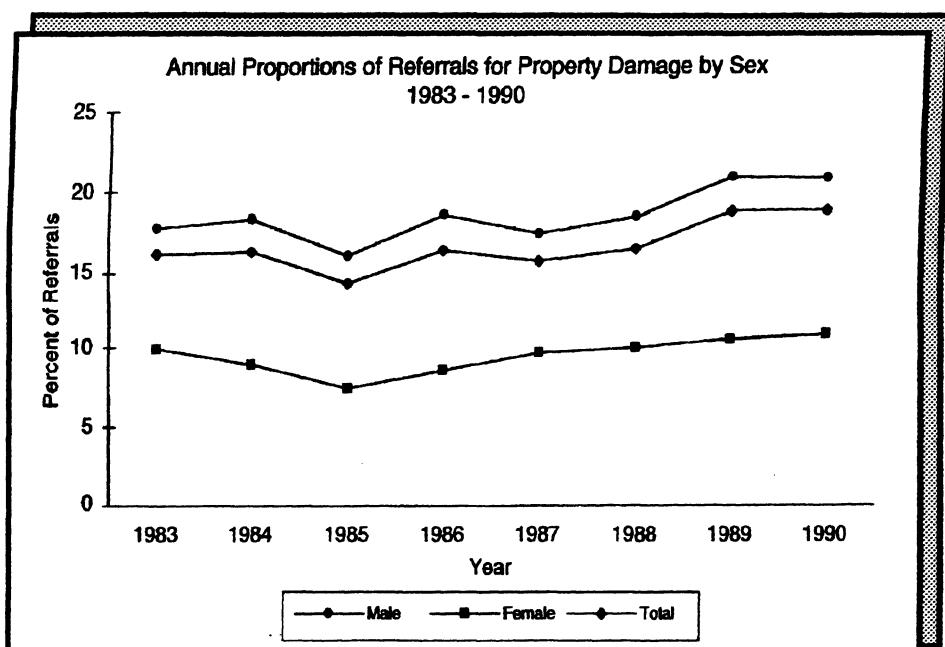
- For this reporting period, and including 1991, theft is the most frequent law violation reported, ranging from 23.4 % to 30.5% of all law violation referrals. This is true also for either gender or race.
- Theft actually saw a slight decline (4.5%) in its percent of all referrals during this period even though the actual number of referrals increased from 6,431 in 1983 to 9,694 in 1990.
- The percent of theft referrals for white youth remained relatively the same, while referrals for black youth declined.
- The percent of referrals for males and females remained comparable during this period, with the female rate slightly higher.

## **PROPERTY DAMAGE**

**Figure 12**

**Annual Proportions  
of Referrals for  
Property Damage  
by Sex**

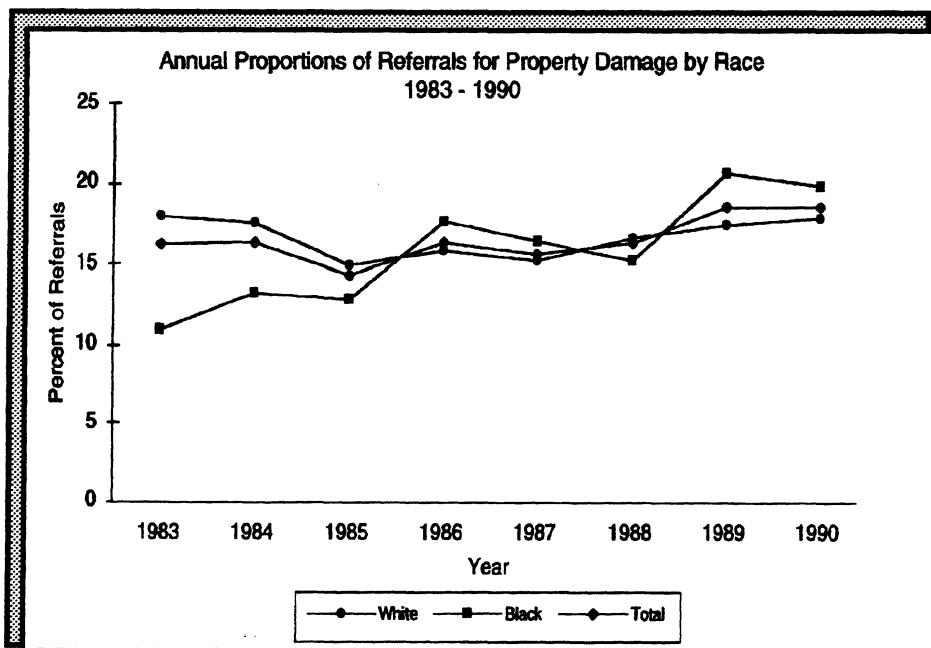
**1983 - 1990**



**Figure 13**

**Annual Proportions of  
Referrals for Property  
Damage by Race**

**1983 - 1990**

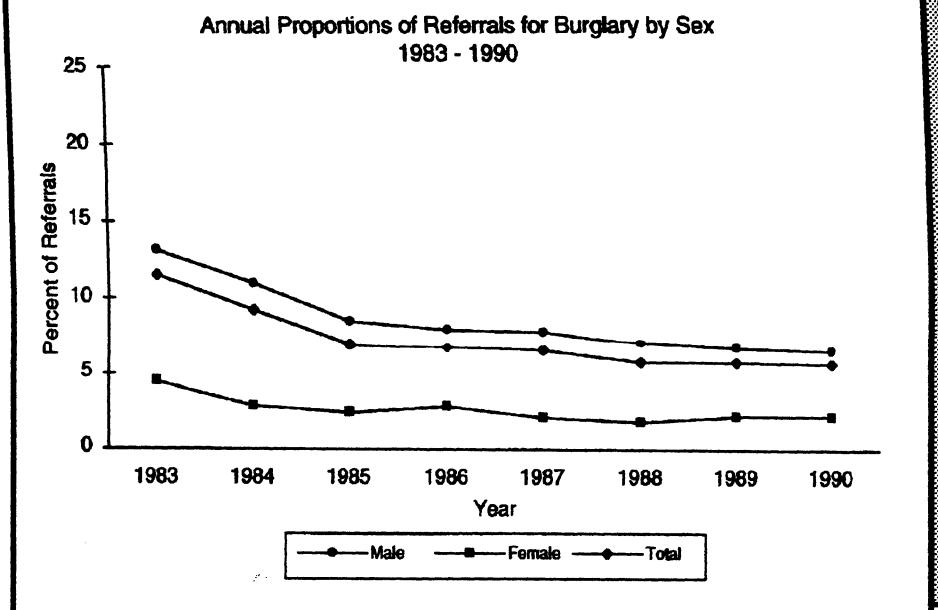


- Property damage was consistently 16-18% of all referrals during this period.
- The actual number of referrals for property damage increased by 103% during this period.
- Females had less involvement than males in property damage with approximately 10% of their referrals in this category.
- The proportion of property damage by black youth increased from 11% to 20%, while white youth remain relatively constant at 18%.
- 1991 data recorded a 25% decrease in the actual number of referrals for this offense.

## BURGLARY

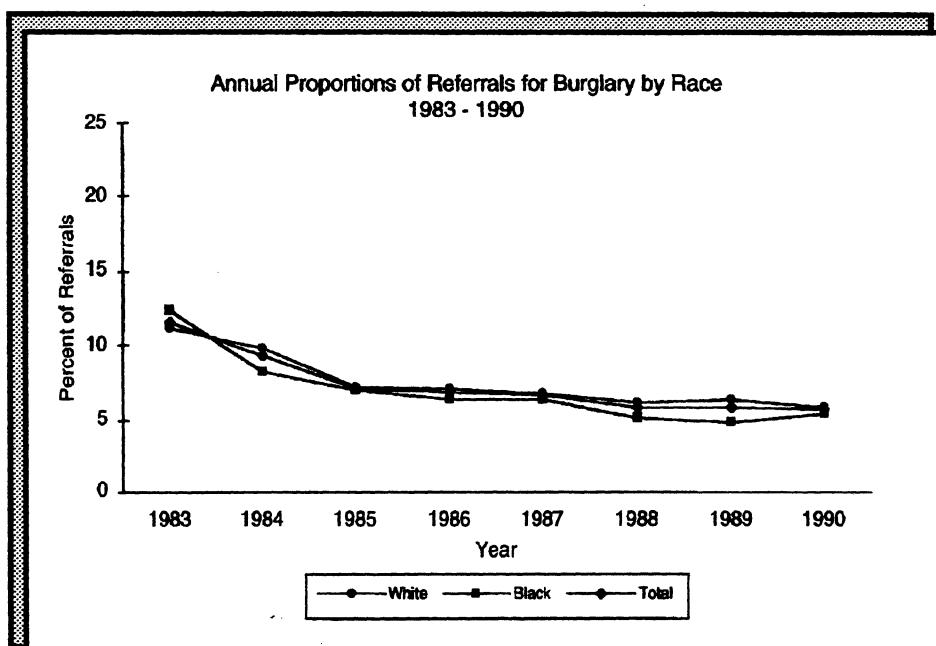
*Figure 14*

*Annual Proportions  
of Referrals for  
Burglary by Sex  
1983 - 1990*



*Figure 15*

*Annual Proportions  
of Referrals for  
Burglary by Race  
1983 - 1990*



- Burglary is the only other category of offense that accounted for more than 4% of the total law violations during this period.
- Referrals for burglary declined as both a percent of referrals and as an actual number from 1983 - 1990. In 1983, burglary accounted for 11.5% (n=2,418), in 1990 it represented 5.8% of referrals (n=2,145).
- The decline in burglary referrals was evident for males, females, blacks and whites.

## OTHER REFERRALS

Other categories of offenses examined in these data research included drug-related referrals, robbery and weapons violations. Each of these categories of offenses accounts for less than 4% of all referrals for law violations. (Figures not shown) (See Appendix A)

### DRUG OFFENSES

- Referrals for drug offenses peaked in 1985 (n=1,046) and sharply declined through 1988. 1989 saw an increase in these referrals to a total of 950. Referral data for 1991 show a decrease to 840 referrals. (Data for 1990 were not available)
- White youth were referred for drug offenses more often than were blacks and males more often than females.

### WEAPONS VIOLATIONS

- Weapons violations, as a percent of all referrals, remained consistent during this period. Actual number of referrals increased by 107% from 1983 - 1990 (358 to 740). Total number of referrals for weapons violations increased to 931 in 1991 representing an increase of 160% over 1983.
- Males were referred more often for weapons violations than were females. For 1990, males were referred at a rate of nearly 9 times that of females.
- From 1983 through 1986, white youth were more often referred for weapons violations. Beginning in 1987 black youth had a slightly higher referral rate than whites for weapons.

### ROBBERY

- As a percent of total referrals, robbery remained relatively unchanged at approximately 1% during this period and including data for 1991. The total actual number of robbery referrals reached a high of 454 in 1991.
- Males were much more often referred for robbery than were females during this reporting period.
- Referrals for robbery were significantly higher (nearly 5X) for black youth than white youth during this period.
- Nearly all robbery referrals came from the three metropolitan areas of Kansas City, St. Louis City and St. Louis County. As an example, 92% of robberies in 1990 were reported from these three jurisdictions.

## ***DISPOSITIONS / OUTCOMES***

Upon receiving a referral for a violation of Missouri law, the juvenile court must assess whether there is sufficient information and evidence to proceed; if not, the referral will be rejected. For those cases that proceed, the juvenile court will determine whether to handle the case informally or to file a petition with the Circuit Court and have a formal hearing. Numerous dispositional options are available to the juvenile court after adjudication, including the ordering of supervision by the juvenile officer with the child remaining in his/her own home or commitment to an out-of-home placement, either public or private.

If a youth is between the ages of 14 and 17 and is alleged to have committed a felony law violation, the juvenile court has the option to transfer the case to the court of general jurisdiction for proceedings. This process is typically referred to as "waiver" or "certification" to adult court. This is a legal proceeding wherein the juvenile, the juvenile's custodian and legal representation for the juvenile appear before the judge of the juvenile court. Testimony is prepared and presented by the juvenile officer or his/her legal counsel that claims the juvenile is not a "proper" subject to be dealt with by the juvenile court and the petition seeks a transfer of the referral to the prosecutor for further proceedings. This hearing will only determine whether jurisdiction remains with the juvenile court or is transferred and does not receive evidence or make a determination as to the guilt or innocence of the juvenile.

The following is a look at some of the outcomes of the referrals between 1983 and 1990:

**TABLE 1**  
**Juvenile Cases Transferred to Adult Court**

	1983	1984	1985	1986	1987	1988*	1989	1990
Total	107	104	82	87	90	106	161	190

*\* Referral data for Jackson County was not included in the 1988 data set.*

- The number of cases transferred from juvenile court to adult court increased by 77% from 1983 to 1990. This rate of increase is consistent with the rate of increase in total law violation referrals (76.7%) from these two years. (Refer to Figure 1)
- 1991 data submitted to the Statewide Juvenile Information System shows an increase in transfers to a total of 231.
- The largest percentage of transfers to adult court resulted from referrals for homicide, assault, burglary, robbery, property damage and dangerous drugs during the entire period examined. 1983 to 1990 saw an increase in transfers for property damage and dangerous drugs and a decrease for robbery.

**TABLE 2**  
**Commitments to the Custody of the Division of Youth Services**

	1983	1984	1985	1986	1987	1988	1989	1990
Total	531	629	659	757	751	681	810	892

*\* Referral data for Jackson County was not included in the 1988 data set.*

- Commitments to the custody of the Division of Youth Services increased by 68% from 1983 to 1990. Again, this rate of increase is similar to the increase in total referrals during this period. (Refer to Figure 1)
- The Division of Youth Services FY-92 Statistical Report shows commitments for fiscal year 1992 (July 1, 1991 to June 30, 1992) at 952, continuing the upward trend.

**TABLE 3**  
**Youth Referred for Out-of-Home Services**

	1983	1984	1985	1986	1987	1988*	1989	1990
Total	1,042	1,227	1,287	1,691	1,747	1,152	1,542	1,630

*\* Referral data for Jackson County was not included in the 1988 data set.*

NOTE: Out-of-home referrals include Division of Youth Services, Division of Family Services, Dept. of Mental Health, relative placements, private non-profit residential services and court residential services.

- Out-of-home placements during this period of study rose by 56% from 1983 to 1990.
- The largest percentage increase in out-of-home placements occurred between 1983 and 1987. After 1987, the total number of out-of-home placements have remained fairly stable.

## SUMMARY

### *Has violent crime committed by juveniles increased during the past 9 years?*

According to actual numbers of referrals to juvenile court during the period 1983 - 1990, violent incidents increased by over 200%. However, the total number of all law violations referred to the juvenile court increased as well, although at a lower rate (77%). As a percentage of the total law violations reported, referrals for violent offenses increased from 12.8% to 17.1%. There also appears to have been an increase in violent offenses committed by females and by black youth. By any measure, reported juvenile violent crime has increased, but does not appear to have "exploded".

### *Has there been a change in the types of serious and/or violent crimes committed by youth over the past nine years?*

The number of juvenile perpetrated homicides remained fairly stable until 1991 when a 32% increase was recorded. (*Even with this increase, homicides account for less than 1% of all criminal referrals.*) Referrals for assault, property damage and weapon violations increased during this period either as a percent or as an actual number.

Burglary and theft referrals decreased during this period. Burglary declined as an actual number as well as a percent of total.

Drug offenses fluctuated but reached a peak in 1985.

### *What is the violent offense for which youth are most often referred to the juvenile court?*

During any given year, assault is the violent offense for which youth are most often referred to the juvenile court.

### *Who is committing serious and violent offenses?*

Males make up the majority of serious and violent offense referrals as a total and for each individual offense category. Females, however, showed the largest percent increase in referrals for violent offenses.

Black youth had increased referrals for homicide, assault and weapons violations and were referred for robbery at a rate five times greater than white youth. Black youth did record a decline in the percentage of referrals for theft.

White youth account for a majority of the actual number of referrals for drug violations, theft, burglary, property damage, assault and sexual assault.

Black youth had more actual referrals for weapons violations, robbery and homicides. Weapons violations and homicide referrals for blacks have increased since 1985. Prior to that time, white youth accounted for the greatest actual number of referrals for these offenses.

***Where are the highest incidents of juvenile perpetrated violence reported?***

Nearly 60% of all violent crime reported during this period occurred in three of Missouri's forty-five judicial circuits - Kansas City, St. Louis City and St. Louis County. All three recorded increases in actual referrals at a rate greater than 100% with Kansas City reporting the largest increase.

Over 3/4 of the homicides reported during this period occurred in Kansas City, St. Louis City or St. Louis County. Kansas City recorded the most homicides.

***What is happening to youth who are referred to the juvenile court for a serious or violent offense?***

While this report did not examine all outcome possibilities, it did look at waivers to adult court, commitments to the custody of the Division of Youth Services and other out-of-home referrals. For each of these outcomes, the annual number of cases increased by at least 55%. Waivers to adult court had the largest percentage increase (77%), while referrals to out-of-home services had the largest actual number (e.g. 1,630 in 1990). The Division of Children and Youth Services also reported significant increases in annual commitments.

## RESEARCH FINDINGS

### By Kimberly Leonard, Criminalogist

I have been asked to summarize the many numbers and statistics presented in the report. It would be impossible, not to mention incredibly boring, to discuss every number so I intend to highlight those I found most interesting. Before proceeding, I also want to explain a little about the sources of these data. First, the referral data come from the statewide data base contributed to by every juvenile court circuit. Missouri has one of the better computerized recordkeeping systems in juvenile justice, however, as with all officially-based data, many pieces of information we would like to know are not available in the records. There also are undoubtedly some mistakes or omissions in the records, but we can reasonably assume that this a constant problem and should not affect our observations of trends. Second, the survey data come from opinion surveys received from law enforcement, juvenile court and school personnel last summer.

There are many questions associated with the serious violent juvenile offender. These data should be viewed as one source of information, although not as a reservoir of all the answers. It is important to merge information from as many sources as possible. It also is important to recognize that answers are not as easy to come by as most of us assume. There are many views on this issue, and today I will try to convey mine. I will focus on three questions:

- 1. What do the data tell us?*
- 2. How do we know what these data mean?*
- 3. What should juvenile justice do to respond?*

#### *What do the data tell us?*

First, as depicted in Figure 1 and the summary below (page 10), it is important to note that between 1983 and 1991 the number of juvenile court referrals increased 90% to a high of over 40,000 cases. (We want to remember that these data reflect referrals, which in essence, equate with arrest data because the outcomes of these cases vary from immediate dismissal, informal handling to institutionalization.) What we want to do is make sense of this information. Please consider the following questions:

- (1) Should we, for instance, be incredibly alarmed that this generation of youth is more criminal and requires a more punitive response than previous generations?
- (2) Have the police, responding to escalated public fear, recognized that juvenile crime is serious and concentrated more on referring juveniles to court than they had in the past? Or,
- (3) Perhaps, the parents of these youth were more productive; are there just more children between the ages of 10 and 16 who are at risk of a juvenile justice encounter?

The issue raised by the third question can be dismissed with Census data comparing the number of children aged 10 to 16 from 1980 to that in 1990. There were 560,114 children potentially at risk of juvenile justice involvement in 1980, and only 498,328 such children in 1990—or a decline of 11%. For skeptics who might argue that population growth among nonwhite minority groups is escalating, we need to keep in mind that Missouri continues to have very small populations of Latino and Asian residents. Moreover, among African Americans the population decline between 1980 and 1990 was 17%. We also might contend that the generation known as the “echo boom” (children of baby boomers) is still to come; however, we

would need to keep in mind that baby boomers not only had their children later, but they also had fewer. Actually, projections made by OCETA indicate that we can expect still further decline in our adolescent population, another 11% by the year 2010!

So, the data cannot be explained by greater numbers of children. Answers to the other two questions are more difficult. Let's look at the data in more detail for some insight. (You may follow along with the figures in your packet. I will be summarizing them very quickly right now, but if you have questions about them I will be happy to speak with you later in the symposium.)

Consider overall violence, herein defined as homicide, felony assault, sexual assault and robbery. In 1983, the earliest year shown in these figures, 13% of all the referrals involved violence; by 1990 the rate was 17%. This does not reflect a very large increase. However, if we consider the actual number of violations involving violence (from 2,692 to 6,368), we can see that violence more than doubled. Without comparable data on juvenile justice resources we can only speculate, but I surmise that no personnel responsible for handling juvenile cases of any police agency or juvenile court came close to doubling. It also might be important to note, here, that approximately 2/3 of the violence was referred to only three juvenile courts (Jackson co, St. Louis city, & St. Louis county), so the burden of these cases, which can reasonably be expected to have more formal treatment—that is full court processing rather than informal handling—disproportionately befalls these three urban courts and their resources.

Next, let's look briefly at individual categories of violence. First the most serious, homicide, which accounts for less than 1/10 of 1% of all cases. The number of homicides are too few for us to examine statistically, but I surmise that because of the small number and the nature of this crime, everyone of these violations likely made the media headlines. Homicides involved males almost exclusively, with over 30 homicides attributed to African Americans each year in 1989 and 90, while homicides by white males peaked at 29 in the mid '80's. Felony assaults contributed 9% to the total in 1983 and 13% in 1990. Within demographic subgroups there was some variation, with the rates of females and African Americans slightly higher. In terms of the actual number of serious assaults, whites consistently had more referrals. The total number of felony assaults increased from 1,795 to 4,810 during the years examined. Sexual assault was consistently about 1% of the total, although the number increased from 189 to 322. Sexual assault almost exclusively involved males, with no real race difference. Robbery also consistently accounted for about 1% of the total, although the rate was slightly higher among African Americans (at 3%). We also might want to consider weapon-related violations in terms of violence. Weapons violations attributed 2-3% of the total referrals throughout the study period, but the actual number of cases increased considerably from 358 to 740. African Americans consistently had slightly higher rates than did whites for weapons offenses.

Finally, it might help to compare the description of the violations involving violence with other types of referrals. Theft, for example, is consistently the most common single category of all violations. Theft accounted for 31% of the referrals in 1983 and only 26% in 1991. The rate of decline was greatest among African Americans; the rate remained stable among whites. The number of referrals, however, rose from 6,431 to 9,694. Property damage increased from 16 to 19%, but the actual numbers grew over 103% from 3,421 to 6,936. Early on African Americans had a much lower rate than whites (11 to 18%), but by the 1990's their referral rate had increased to a comparable level. Burglary declined from 12% to 6% of the total, with referrals dropping from 2,418 to 2,145. This decrease occurred among all groups. To conclude, drug-related violations consistently accounted for 3-4% of the referrals, with 825 cases in 1983 and 950 in 1989. White youths had the greatest involvement, with their referrals peaking in the mid '80's. Among African Americans, 1989 seems an anomaly; in all preceding years there were less than 100 referrals (or 1%) but in 1989 there were 419 (4%). We would need to await more data before we could ascertain whether the 1989 data suggest the start of a new trend.

There are many numbers to examine, but I summarize that these data suggest three important findings.

*First*, the number of cases brought to juvenile court, overall and in every category except burglary, has escalated, and not because of a corresponding increase in the adolescent population.

*Second*, the proportion of referrals involving violence has increased only slightly, the proportion of property crime has declined slightly, and the rate of drug offenses, overall, has remained the same.

*Third*, among demographic subgroups, the rates of referrals have remained relatively constant, with a few exceptions in categories of particular interest that may explain why, of late, the notion of the serious violent offender often is equated, albeit a distortion, with African American males. (In this last statement I refer to the 1-2% higher proportion of involvement of African Americans than whites in robbery and weapons violations, their increase in property damage (which now meets white involvement), the anomalous 1989 drug violations and the number of homicides in 1989 and 1990 which compare to the earlier number of homicides by white youths.) In other words, the common picture of black male youths as the typical offender is, unfortunately, exaggerated.

### *How do we know what these data mean?*

From here, we need to try to lend some interpretation to these data, still trying to answer our two remaining questions. There are no hard and fast solutions. We can, however, gain some insights from research elsewhere and from the opinions of law enforcement, juvenile court and school officials who routinely work with the adolescents for whom we have interest.

Before addressing survey findings from the latter groups, I'd like to highlight findings from a body of research able to provide some details currently missing in our data. There is a collection of research including studies from different time periods, locations and demographic groups that has followed cohorts of people through their adolescent years into adulthood and examined their involvement with crime both through arrest and court data and through self-reported behavior. One consistent finding in these many studies that we might need to consider is that of the recurrent recidivists, often known as chronic offenders. *The important finding is that a very small proportion of the delinquent population (roughly 20%) is responsible for a disproportionately high number of all juvenile offenses (between 1/2 and 2/3).* Now a few comments: The higher proportions are attributed in the more recent studies, which may suggest that chronic offenders are actually becoming even more offensive. Consistently, nearly half of all first time offenders have no future referrals. This large group of desisters might not need juvenile justice assistance. In addition, sometimes in popular culture we equate gangs with chronic offenders, but the research does not support this interpretation. And, finally, the difficulty, near impossibility, is in identifying who these heinous offenders will be before they become so.

I mention the chronic offender today by means of speculation about the Missouri data. The data are incident-based rather than reported by individual, so presently we are unable to ascertain the extent to which a chronic group of offenders is responsible for our escalation in juvenile crime. I consider it a probable explanation. You also will notice in the survey findings that 61% of the responses from law enforcement and 80% of juvenile court personnel agree with me.

Let me now address a few other survey findings very quickly. We had between 1/2 and 3/4 of the populations return completed surveys, and in survey research 1/3 is considered adequate. The group also was regionally diverse. The survey did very well at reaching its targets.

Many police and juvenile court personnel reported significant increases in violent and serious juvenile crime in the past 5 years; no wonder with the volume of cases they've been handling. Only 1 in 5 school officials made the same report. Their problems may be ahead. Drugs also were viewed as a problem among youth. Recall, the data do not support this view, but we need to consider that the type of drug problem (i.e., selling vs. use, and type of drug) are not distinguished in the data.

These professional respondents also offered their views on causes of violent juvenile crime. Ineffective parenting was cited most often, followed by drugs, violence depicted in media and society, gangs, population shifts and ineffective laws and policies. Typical responses used by schools includes immediate suspension or expulsion for drugs or weapons, and dress codes; law enforcement primarily uses DARE (drug abuse resistance education); and 20% of court personnel reported some use of home detention, intensive supervision and tracking for serious violent offenders. You will see in the report that a few other programs were noted by a few respondents, but overall the options seem rather doubtful as a potential solution, particularly considering the causes attributed for violence.

***What should  
juvenile justice  
do?***

As we consider what juvenile justice should do to address juvenile crime better than it currently does, we need to recognize that the correct answer continues to elude us. We have many great minds and a lot of information united in this effort, but there is no one solution.

It is clear that effective policy must be goal oriented and have a range of alternatives available for implementation. These two elements are missing juvenile justice. There is no question that law enforcement and juvenile courts are inundated with the greatest number of juvenile crimes on record, that schools are beginning to experience similar difficulties and the data suggest this volume is likely to increase. What is needed is effective policy.

As I conclude with my views, I suggest that it is paramount that the goal or goals of juvenile justice be resolved before any policy action or measure of success be taken. Specifically, two goals should be considered:

- (1) In accord with the traditional *parens patriae* mission of prevention, should juvenile justice intervention occur in every case? and
- (2) Should the interest in public safety and punishment merit a concentrated focus and incarceration of serious, violent, and especially chronic juvenile offenders?

Both of these objectives cannot be achieved with a reasonable level of success unless the level of juvenile justice resources increases dramatically. And, that seems doubtful. It is possible to debate and resolve whether to continue to pursue both goals without adequate success, chose one, or wait until a day may come when resources are plentiful.

As these goals are considered, I would like finally to comment on alternatives available for treatment within juvenile justice. Herein exists the greatest need. Although the juvenile code seems to grant almost limitless discretion to juvenile officers and juvenile court judges in handling cases, in reality few options truly seem available. Programs aimed at diversion, prevention and treatment have diminished with Federal funds and privately run programs have not filled the void. There aren't enough personnel. In Missouri, juvenile officers are not trained to provide adequate supervision or treatment to their growing caseloads. The most serious offenders presumably would receive placement dispositions, most likely with DYS. The data show that commitments to DYS increased 68%, and overall placements increased 56% between 1983 and 1990. Clearly, the increased caseloads experienced by courts are progressing within the system.

Information such as this has led many juvenile justice scholars to argue that the system doesn't work, that juvenile courts should be abandoned, with juvenile crime handled by criminal courts. In response, some states have made waiver to criminal court easier. Clearly, waiver is being used more often in Missouri, up 116% between 1983 and 1991. I'm not sure this is a good idea. There is much evidence to suggest that criminal justice is no better able to handle or treat the cases waived than juvenile justice. Sometimes the criminal justice outcome is more lenient (for those who favor punishment), and sometimes adolescents imprisoned with adults create a host of new policy problems. Research shows that even in states in which waiver has been made automatic for some crimes, its use has declined because of these problems.

As you think creatively and consider the alternative means of handling juveniles in juvenile justice, I want to share one view found in a wonderful new book by Tom Bernard, *The Cycle of Juvenile Justice*. Through an exhaustive historical account, Bernard argues that juvenile justice always has failed because of something he calls criminal justice thermodynamics. Thus, he explains that as the certainty of disposition increases, the severity decreases, and visa versa. Frequency and severity of disposition have never co-existed. With this view in mind, among Missouri dispositions we are apt to find:

*that with the higher volume of cases, fewer are formally sanctions;  
with the larger caseloads, supervision and counseling has decreased; and  
with greater numbers of placement, length and services have diminished.*

To conclude, in this policy arena, with limited resources, unresolved objectives and few alternatives, it is no wonder that many now perceive a crisis at hand. It doesn't have to continue on this course; with planning, hard choices about objectives, an elaboration of alternatives and a systemic approach, I think juvenile justice could prevail, even within a constrained budget. I'm not saying this would be easy. Nor am I optimistic that the traditional roadblocks of politics, bureaucracy and interagency bickering will get better anytime soon. However, I do think that the problem of violent juvenile crime may have finally gotten our attention.

# THE SURVEY

As important as statistical data are, it is equally important to know and understand the feelings of those who are working daily with our young people. Do these individuals feel there has been a change in the behavior of young people, and if so, what changes and why? To attempt to answer some of these basic questions, we distributed a simple and straightforward opinion survey to all juvenile officers and juvenile court administrators, all local law enforcement officials, and all middle and high school principals. The high response rate to our survey was gratifying. (See Table 1) Surveys were returned from every geographical location in the state and represented a cross-section of urban, suburban and rural schools, communities and jurisdictions.

**Table 1**  
**Serious and Violent Youth Offender Survey**  
**Response Rate**

	<u>Surveys Mailed</u>	<u>Surveys Returned</u>	
	Number	Number	Percent
School Officials	768	507*	66.0
Law Enforcement	550	290	52.7
Juvenile Court	45	33	73.3

\*At least one survey came from each of Missouri's 115 counties and the city of St. Louis

The following is a compilation of the responses to specific survey questions:

*Is juvenile related violence a problem?*

All three surveys asked the respondent to indicate whether they believed juvenile involved violence is a problem for their school (educators), county or jurisdiction (law enforcement) or judicial circuit (juvenile court). (See Table 2)

- Nearly 81% of the responding school principals felt that student involved violence was not a problem for their school. In a separate question, school administrators were asked to report the number of student on student or student on staff assaults, students in possession of a weapon and students in possession or distribution of drugs that were recorded on or near their school grounds during the past year. There appeared to be no correlation between a yes or no response to the previous question and the number of incidents reported. For example, one individual might indicate yes, violence is a problem, and report 5 to 10 incidents while another individual might report as many as 100 incidents and indicate that violence was not a problem. The size of the school or its location within an urban or rural location also appeared not to be a factor.
- Over half of the schools responding reported no incidents of students in possession of a weapon during the past year. More than 90% indicated 3 or less incidents. (See Appendix B) The survey did not ask for types of weapons, but respondents often indicated knives as the weapon.
- Student assault upon another student was the most often reported serious or violent offense. Assaults were often described as fist fights. Only 20% of the schools reported from 1 to 16 incidents. (See Appendix B)

- Student assault upon school personnel was reported by only 13.6% of the schools (n=69). Less than 2% of the schools had more than a single incident of a student assaulting school personnel. (See Appendix B)
- More than two-thirds (67.3%) of the schools showed no incidents of students in possession of drugs. 166 schools reported from 1 to 10 incidents of students in possession of drugs. (See Appendix B)
- Law enforcement officials responded in 61% of the returned surveys that chronic juvenile offenders are a serious problem in their communities. (See Appendix B)
- A nearly equal number (60%) considered drugs a problem. (See Appendix B)
- Over one-third (34.4%) of law officers feel that juveniles and weapons are a significant problem. (See Appendix B)
- More than half, 54.9%, of the law enforcement responses indicated that they felt juvenile related violence was little or no problem in their jurisdiction. Metropolitan jurisdictions were more likely to note a problem; however size or geography did not play a significant factor in responses.
- Racial conflict and gang activities were indicated as a significant problem by law enforcement, 19% & 25%, respectively. (See Appendix B)
- More than 80% of the juvenile court personnel returning surveys feel that chronic juvenile offenders are a problem in their communities. (See Appendix B)
- Almost two-thirds of the juvenile court officers stated that drugs are a significant problem among youth in their jurisdictions. (See Appendix B)
- More than half (55.8%) of the juvenile court believe youth in possession of a weapon to be a serious problem. (See Appendix B)
- Just over half of the juvenile officers responding (51.5%) believed juvenile related violence was a significant issue for their circuit. Again, urban courts were more likely to report a problem, but small rural courts also indicated problems.
- Roughly a third of the respondents indicate that racial conflict and gang-related activities are a problem, 35.3 & 32.3% respectively. (See Appendix B)

**Table 2**  
**Is Juvenile Involved Violence a Problem?**

	School Officials (n=496)	Law Enforcement (n=279)	Juvenile Court (n=33)
Yes	19.2%	45.1%	51.5%
No	80.8%	54.9%	48.6%

***Has the extent of serious and violent offending by juveniles changed in the past 5 years?***

Respondents were asked to indicate their answer using a scale from 1 to 10 to describe changes (in their jurisdiction or school) ranging from significant decreases to significant increases. (See Table 3)

- Over half of each of the responding groups indicated little change or significant decreases in the level of serious and violent offending by juveniles. School officials indicated this response most often (84.6%), followed by law enforcement (66.9%) and juvenile court (57.5%).
- Reports of significant increases in violent/serious offenses were indicated in nearly 43% of the responding juvenile officers.
- One-third (33.1%) of responding law enforcement officers believe their jurisdictions have seen significant increases.
- Less than 1 in 5 school officials (15.4%) reported significant changes during the past five years.

**Table 3**  
**Changes in Juvenile Related Violence**

	School Officials (n=462)	Law Enforcement (n=283)	Juvenile Court (n=33)
Significant Decrease	14.4%	9.6%	3.0%
Little Change	70.2%	57.3%	54.5%
Significant Increase	15.4%	33.1%	42.5%

***What are the reasons for changes in the types or levels of violence committed by juveniles?***

Survey recipients were asked to give an opinion as to why they feel the types or levels of violence perpetrated by juveniles has changed in recent years. This was an open ended question and the responses have been grouped into eight general categories (See Table 4). Respondents could provide more than one view.

- The cause most often cited for changes in youth violence related to a lack of or ineffective parenting. One-fourth (25.3%) of the law enforcement responses indicated this as a factor. Nearly 20% of juvenile officers and 17% of school officials also believe this to be a cause.
- School officials and juvenile officers (13.6% and 13.0% respectively) blamed violence on television, movies and in songs and violence in society (ie., domestic violence and child abuse) for greater violence committed by juveniles. This view was noted by 4.9% of the law enforcement respondents.
- 15% of juvenile officers and law enforcement officials believe that drugs have made a contribution to changes in juvenile crime. Interestingly, only 2.6% of the responses from school officials cited drugs.

- Changes in and the proliferation of gangs and gang-related violence was suggested by 11% of law enforcement and 8% of juvenile officers. Nearly 5% of school officials cited gangs as an issue.
- Stress created by poverty, low paying jobs and unemployment received an almost equal response rate from all three categories of respondents (5.2% of schools, 6.5% of juvenile courts and 6.9% of law enforcement).
- Population shifts, including inner-city youth moving to rural areas, and diversity in communities was likewise indicated by an approximately equal percentage of respondents from each group (6.1 to 8.7%).
- Almost 1 in 10 law enforcement respondents (8.9%) cited lax or ineffective laws or enforcement of laws and regulations as a factor in the spread of violent juvenile behavior.

**Table 4**  
**Why Violence by Juveniles Has Changed**

	School Officials (n=346)	Law Enforcement (n=245)	Juvenile Court (n=46)
Ineffective Parenting	17.3%	25.3%	19.5%
Violence in Media and Society	13.6%	4.9%	13.0%
Gangs	4.6%	10.9%	8.2%
Drugs	2.6%	15.2%	15.1%
Availability of Weapons	2.3%	2.4%	2.0%
Economic Stress	5.2%	6.9%	6.5%
Shifts in Population	6.1%	6.5%	8.7%
Ineffective Laws and/or Policies	2.6%	2.2%	8.9%

*What programs or policies have been implemented to address the issues of violent or serious offending youth?*

Each respondent was asked to indicate whether or not their school, court or law enforcement agency had implemented any new programs or policies during the past five years that address the violent and serious offender.

**Table 5**  
**Programs/Policies Utilized by the School**

	# of Respondents	% of all Respondents
Immediate Suspension for Drugs	474	93.5
Immediate Suspension for Weapons	465	91.7
Expulsion for Drug Possession & Sale	428	84.4
Dress Codes	350	69.0
Peer Group Counseling	249	49.1
Referral to Counseling or Treatment as an Alternative to Punishment	232	45.8
Conflict Mediation	153	30.2
Multi-Cultural Education	112	22.1
Security Officers	86	17.0
Court Referral for Serious Offenses	49	9.7
Metal Detectors	14	2.8

- Over 90% of all the responding school officials indicated that they had policies to immediately suspend youth found in possession of drugs or weapons.
- Expulsion from school for drug possession and sales was also indicated by a large percentage of respondents (84%).
- Dress codes for students was reported by close to three-fourths of the respondents. (Type of code was not specified)
- Peer group counseling and referral to counseling services are utilized by nearly half of the schools responding (49% and 46% respectively).
- Close to a third of the respondents indicated the use of conflict mediation.

**Table 6**  
**Top Six Law Enforcement Responses**

	# of Respondents	% of all Respondents
D.A.R.E.	93	48.9
Juvenile - Police Interaction	18	9.5
Gang Units & Education	14	7.4
Referral to Juvenile Officer	9	4.7
Drug/Alcohol Programs	8	4.2
McGruff	6	3.2

- Nearly half (48.9%) of the responding law enforcement agencies reported using the Drug Abuse Resistance Education (D.A.R.E.) program.
- No other single response was reported by more than 10% of the respondents.

**Table 7**  
**Top Four Juvenile Court Responses**

	# of Respondents	% of all Respondents
Home Detention, Intensive Supervision & Tracking	8	21.6
Drug/Alcohol Education	6	16.2
Group Counseling	5	13.5
TASC (Drug Counseling)	5	13.5

- Approximately 1 in 5 juvenile courts (21.6%) reported the use of special supervision programs (home detention, intensive supervision and tracking) for serious/ violent offenders.
- Drug and alcohol education and counseling programs were indicated on sixteen of the juvenile court surveys.

*Is Missouri's current system for transferring juveniles to adult court for trial and disposition adequate?*

Missouri law allows that youth between the ages of 14 and 17 alleged to have committed a felony may be transferred to a court of general jurisdiction (adult court) if the juvenile court determines, in a hearing, that the juvenile is not a proper subject to be dealt with in the juvenile system. Juvenile court and law enforcement officials were asked whether they supported this system or would recommend changes.

**Table 8**  
**Certification of Juveniles to Adult Court**

	Law Enforcement (n=247)	Juvenile Court (n=29)
Current System is Adequate	42.1%	69.0%
Lower Minimum Age from 14	16.2%	0.0%
All for Automatic Waiver to Adult Court	32.8%	20.7%
Other	8.9%	10.3%

- Over two-thirds (69.0%) of the responding juvenile officers indicated their support for the current system of transfer, while 42% of law enforcement officials agreed.
- Nearly one-third of law enforcement officials supported the concept of establishing a system of "automatic waivers" to adult court. One-fifth (20.7%) of responding juvenile officers supported this option.
- A relatively small percentage (16.2) of law enforcement officials support lowering the age of eligibility for transfer from 14. No responding juvenile officer chose this option.
- Approximately 10% of both juvenile court and law enforcement officials selected the "other" option and most indicated a support for automatic waivers to adult court for certain violent offenses such as murder. Others indicated a support for automatic waivers, but for 16 year olds only.

## **SUMMARY**

### ***How big is the problem of juvenile involved violence perceived in Missouri's communities?***

Can we summarize from the survey results just how big a problem violence by juveniles is in Missouri? This would be impossible using any method, primarily because of differing opinions on how to quantify this issue as either small, moderate or large. It also will be different in every community. We can see, however, that for a large majority of school officials, and for many law enforcement and juvenile court officials, violence by juveniles is not considered a significant problem in their communities and in their schools. The majority of respondents did not believe there had been a significant change in the level of violent offending during the past five years. Still, the opinion of a number of law enforcement and juvenile court officers was that violence by juveniles is a notable problem in their community and has increased significantly in the past five years.

### ***What causes juveniles to commit violent crimes?***

As for the question of why we have youth who can and do commit serious and violent crimes there are many different opinions, but several have a common theme and received a significant backing from the respondents. Issues relating to the family is where the finger of fault was most often pointed. These issues include a breakdown of the family structure, a breakdown of family values, parents unable or even unwilling to nurture and supervise their children, violence within the home (spousal and child), drug usage by parents and siblings and a variety of economic stressors. It is also a popular opinion that there is a greater display and acceptance of violence in society today.

### ***What programs and/or policies have you implemented to address the issue of violent juvenile offenders?***

Nearly all school officials reported the existence of suspension policies for drug and weapon violations. A high number also use expulsion for drug violations and have established dress codes. Peer counseling, conflict mediation and referral to outside counseling and treatment are utilized by a third or more of the schools. Less than 1 in 10 have policies for referring youth for court action for serious offenses.

The overwhelming choice of service programs for law enforcement is the D.A.R.E. program (Drug Abuse Resistance Education).

Only one-fifth of the responding juvenile courts reported implementing specialized supervision programs during the past five years. These programs include home detention, intensive supervision and tracking. Other support programs utilized by several courts include counseling services and counseling and education for drug and alcohol.

### ***What is your opinion about Missouri's current system for transferring juveniles to adult court for prosecution?***

We asked the question about the adequacy of the current system of transferring juvenile offenders to adult court because of a growing legislative interest in making changes. Much of the interest in "automatic waiver" legislation can probably be based on the belief that the juvenile court system is not capable of serving this population of offenders, that it "coddles" them and the adult system would hold them accountable. Most juvenile officers who responded and more law enforcement officers than not, support the current waiver system and do not favor "automatic" transfers.

# CENSUS AND DEMOGRAPHIC PORTRAIT OF MISSOURI'S AT-RISK YOUTH POPULATION

When analyzing the issue of the serious and violent juvenile offender in Missouri it is also important to look at other factors that may or may not be impacting on the problem. Two such factors to review are census figures and demographic characteristics of the juvenile age population. Census data helps us to determine if changes in offender rates can be explained in part by natural factors such as fertility rates or migration patterns in and out of the state. Demographic factors are important to review as they are often mentioned as contributing factors in any rise in offender behavior. This type of data also provides some insight into the general condition of our youth population in Missouri.

## *YOUTH CENSUS DATA*

Missouri's juvenile age population in 1990 was recorded at 1.2 million, which represents 24% of Missouri's total population of 5.1 million. Of all juveniles, 48.7% are female and 51.3% are male, 84.5% are white, 13.6% are black and the remaining 1.9% are of other races. The major metropolitan areas of Jackson County, St. Louis County and St. Louis City are home to 38% of Missouri's youth, and have 80.5% of the minority youth population.

For purposes of our review of the serious and violent juvenile offender in Missouri we have defined an "At-Risk" juvenile population to include youth ages 10 years through 16 years. For any given year, youth over the age of ten years account for more than 95% of violent youth crime, with youth between the ages of 13 and 16 accounting for 80% of that total.

When we compare census data from 1980 to 1990 for the at-risk juvenile age population in Missouri we find that the total number of juveniles between the age of 10 and 16 years declined by approximately 62,000 youth or 11 percent. Census projections through the year 2010 forecast continued decreases in juvenile age population through that period. The juvenile age population is estimated to decline approximately another 1% by 1995, 3% by the year 2000, and 11% by the year 2010.

## *YOUTH DEMOGRAPHIC INFORMATION*

### Change in Family Structure

The number of one parent families has increased 71 percent since 1970, despite a 15% decline in the total number of children. Among whites, divorced mothers constitute the largest group of single parents; whereas, among blacks, never-married mothers make up the largest portion. During the five year period 1985 to 1989, 91,432 babies were born into a single parent family, the equivalent of one out of every four children born. In 1980 only ten counties in Missouri had more than 18% of all households headed by a single parent. In 1990, 64 counties had that distinction. In Missouri, 16% of girls will be pregnant before they graduate from high school, 80 percent of those girls will drop out of school and over 90% of those mothers will live in poverty.

### Economic Well-Being of Children

The number and percentage of Missouri's children living below the poverty line has increased from 195,837 (14.6%) in 1979 to 224,532 (17.4%) in 1989. Counties with more than 25% of their children living below the poverty level increased 40% from 20 to 35 between the years 1979 and 1989. In St. Louis City 40% of all children live below the poverty level. The number of counties with less than a 15% poverty rate decreased by almost 50% during that same 10 year period. In 1989, 40% of children in poverty were less than 6 years old, a 5% increase since 1979. Of the children living in poverty 66% are white, although, 41% of all black children live below the poverty level, compared to 14% of white children. The poverty rate among white female headed households is over one-third (36.8%), while the poverty rate for black, female headed households is over 51%.

### School Performance

Studies consistently show the benefits of quality preschool programs for disadvantaged youth in reducing the number youth subsequently on welfare, dropping out of school or being arrested by age

19. Youth who attend quality preschool programs are much more likely to attend college or job training courses, be employed or support themselves by their own earnings. Headstart programs in Missouri do not reach the majority of children eligible for the service. Well over half of Missouri's counties served less than 33% of the estimated 3 and 4 year olds eligible for services and almost a third served less than 25%. Missouri's persistence to graduation rate has been declining each of the last six years from a rate of 77.3% in 1984 to a rate of 72.5% in 1991. School districts with more than 20% of their families receiving AFDC have an average persistence to graduation rate of only 63%. In rural areas where graduation rates are generally higher, there is an almost one in two chance that if a child's parents have not graduated high school that the child is living in poverty.

#### Child Abuse and Neglect

Since 1976 there has been a 226% increase in the number of abuse or neglect reports nationally. In Missouri there has been a 12% rise in the number of reports since 1984. Each year in Missouri tens of thousands of cases of child abuse and neglect are reported to the Division of Family Services. In 1991 there were 45,000 reports of child abuse/neglect in Missouri resulting in 10,641 substantiated cases ("Reason to Suspect") and 16,951 substantiated victims. Of the substantiated cases of abuse, 2,617 (14%) of the cases were for sexual abuse, 3,329 (18%) were for physical abuse, and 9,899 (54%) were for neglect. Victims of child abuse were 68% white and 30% black, with less than 2% from other racial categories. Slightly over half of the victims were female (53%), however, 81% of victims of sexual abuse were female. Fatalities resulting from child abuse or neglect reached 31 in 1991, the highest number in eight years. Each of the victims was under five years of age and represented an even number of between boys and girls. The majority died at the hands of their natural parents. Of the substantiated cases of abuse/neglect 73% were perpetrated by the natural parents. Step-parents and paramours accounted for approximately 6% of the substantiated cases each.

#### Drug Use Among Adolescents

One of the most common responses from the public and professionals concerning issues underlying recent trends in juvenile crime is the issue of drug use in our society. A 1989 Gallop poll showed that 58% of respondents felt that drugs are the factor most responsible for crime in the United States compared to 13% in 1981. The most frequent response in 1981 was unemployment. That same group of respondents was asked "What is the most important thing that can be done to reduce crime?", to which the two most frequent responses were to "cut the drug supply" (25%), and "use harsher penalties for drug use" (24%). In 1981, 3% mentioned the drug supply and 38% mentioned harsher penalties.

A 1990 Bureau of Justice Statistics Survey of high school seniors showed marijuana use (the most common non alcoholic drug used by adolescents) had fallen to 27%, the lowest percentage since 1975. Cocaine use among high school seniors peaked in 1985 and has decreased each year (a 60% decrease) to its lowest point since 1975. Reported use of marijuana and cocaine by college students has also shown substantial and steady decreases since 1981. Reported deaths related to drug abuse and drug related emergency room episodes also fell dramatically between 1989 and 1990, by 20% and 13% respectively. A review of self reported data on drug use by race and by urban versus suburban areas shows only marginal differences in the rates.

The percentage of referrals to the juvenile court in Missouri specifically for drug related offenses continues to remain very low. Drug related referrals in Missouri peaked in 1983 at 3.9% of the referral population and then decreased to a low of 1.7 % in 1987. Drug related referrals increased slightly in 1989 to 2.6% of the total referrals. Tests of juveniles admitted into detention in Kansas City and St. Louis City in 1990 through the National Institute of Justice, Drug Use Forecasting Program, show 10% of male juveniles detained in Kansas City, and 12% in St. Louis, tested positive for any drug. In Kansas City, 8% tested positive for marijuana and 1% positive for cocaine. In St. Louis 5% tested positive for marijuana and 7% for cocaine. Approximately 30% of those testing positive in Kansas City were charged with crimes against persons or weapons charges as compared to 37% in St. Louis. These numbers are small in comparison to the percentage of adult arrestees that tested positive in those same communities. In St. Louis 54% of male arrestees tested positive for some type of drug use while 45% of males tested positive in Kansas City.

## **SUMMARY**

*Can some of the increase in juvenile related violence be attributed to changes in the size of the juvenile "at-risk" population?*

The juvenile age population in Missouri has been declining since the 1980s, and will continue to decline through the year 2000. The decrease in population has not translated into a decrease in violent offense rates for youth, in fact, violence has increased during the later part of the 1980s.

*To what extent might various social issues impact on the problem of serious and violent offender youth?*

The American society has seen significant and widespread changes in the structure of the family unit. These changes are most visible in Missouri when looking at the increase in single parent families and the rise in numbers of children and families living below the poverty level. What is most startling is the rise in children living under the poverty level and the overrepresentation of black children in this category. It is probably safe to say that these factors are not having a positive effect on the lives of children and that there is a strong cause and effect relationship between these factors and increases in crime rates. If so, to tackle the problem of violent crime we must address these social issues in our planning.

*Is there a correlation between drug use by youth and recent upturns in violent crime?*

Good question! Self report studies of youth show substantial reductions in the number of youth who report using controlled substances. In Missouri we have very little data which can give us a clear picture of the relationship between drug use or trafficking and recent trends in violent and serious crime. Referrals to juvenile authorities and testing done in urban juvenile detention programs would not reflect a substantial problem in drug related cases in the juvenile courts. This is contrary to what is reflected in the adult crime data and in adult facility drug screening.

---

### **Sources:**

**The State of Missouri's Families and Youth, Missouri Youth Initiative Youth Data Base Report, University Extension – Office of Social and Economic Data Analysis.**

**The State of Juvenile Justice, Issues and Priorities for Missouri's Juvenile Justice System, 1991, Missouri Department of Public Safety and State Juvenile Justice Advisory Group.**

**Drugs and Crime Facts, 1991 U.S. Department of Justice, Bureau of Justice Statistics**

**Drug Use Forecasting, Drugs and Crime, 1990 Annual Report, National Institute of Justice, Research in Brief**

**Child Abuse and Neglect in Missouri, Report for Calendar Year 1991, Missouri Division of Family Services**

**Bureau of Justice Statistics, National Update, Jan 1992, Vol 1, No. 3**

## **CRIMINAL VICTIMIZATION AND THE YOUTH POPULATION NATIONAL DATA**

In studying the issue of the serious and violent juvenile offender it is important to consider the victim and issues around victimization that may provide clues into the nature of this problem. The following is a brief synopsis of national data which is designed to help us understand crime rates and victimization patterns associated with violence and personal crime.

In general, crime rates have been declining consistently in most major crime categories since 1973. Since 1981, the peak year for victimizations, crime levels have dropped overall nationally. The National Crime Victimization Survey measured at least 18% fewer household crimes and personal thefts and 8% fewer violent crimes in 1990 than in 1981. A review of crime rates between 1989 and 1990 showed personal and household crime declined significantly for that period. Individual regions of the country showed decreases in crime rates or remained relatively stable with the exception of the midwest which had some evidence of an increase in violent crime over 1989, mostly in the area of assault. Violent crime increased almost 2% from 1990 to 1991, from 34.4 million to 35.1 million, but was still well below (16%) the figure of 41.5 million in 1981. Violent crime as measured by the survey accounts for 17% of all crime reported. Approximately 40% of the violent crime reported in the survey were completed offenses.

### ***Characteristics of Victims of Personal Crime***

Personal crimes are crimes involving contact with the offender and include rape, robbery, assault and personal larceny. Murder and kidnapping are not included in the survey of personal crimes. Below are some facts concerning the characteristics of victims of violent personal crime. Data below relates to all victims of personal crime not just victims of juvenile committed personal crime. Specific national data on juvenile crime rates is found elsewhere in this report.

#### **Sex, Age, and Race**

- Rates of violent crime are significantly higher for males than for females.
- Persons under the age of 25 are the most likely to be victims of violent crime.
- Youth age 12 to 15, are the second most likely age group to be the victim of a violent crime, second most likely to have that crime completed, and most likely to be assaulted.
- Persons 16 to 24 had the highest rate of theft.
- For persons over 25, as age increased, the likelihood of being a victim decreased.
- Persons over the age of 65 were least likely to be the victim of a violent crime and were victimized at a rate of 3.5 per 1,000 persons as opposed to a teenager who is victimized at a rate of approximately 70 per 1,000 persons, or twenty times that of the elderly.
- Blacks had significantly higher rates of robbery almost (3 to 1) and higher rates of aggravated assault.
- Black males had the highest rate of violent crime victimization overall, 33% higher than white males. There were not significant differences between black and white males or females in rates of personal theft.

### Income and Education

- Persons from households earning less than \$7,500 a year had the highest rate of violent crime.
- Families over \$25,000 had the lowest violent crime rates.
- Theft rates are not significantly different for families earning less than \$7,500 from that of families earning over \$25,000.
- Individuals with only an elementary school level of education are most likely to be victims of violent crime while individuals with a college education are least likely.
- As education increases, so does the likelihood of being a victim of a theft.

### Locality of Residence

- Rates of violent crime were consistent for suburban and non-metropolitan areas. Residents of central cities were almost twice as likely to be victimized by violent crime as the other two categories.
- Black males from central cities experience higher rates of violence than do white males in the same areas.
- There were no differences between black and white female victimization rates for violent crimes based on the location of the residence.
- City residents were more than five times as likely to defend themselves with a gun than were rural residents.

### Victimization Rates for Students

The following figures come from a supplement to the National Crime Victimization Survey conducted of young people from January to June of 1989.

- An estimated 9% of all students ages 12 to 19 were the victims of a crime in or around their schools over the 6 months surveyed. 2% were victims of violent crimes.  
Public school students were more likely to be victims than private school students.  
Students of central city schools were more likely to fear attack at school and avoid certain places.
- Almost one in four black students in central cities and one in five white students feared being attacked going to and from school. In suburban cities, 15% of black students and 12% of white students had fear of attack.
- Students from lower income families feared attack more than other groups but, violent crime victimization rates showed no relationship to family income levels.  
6% of students said they avoided some place in or around a school because they feared attack.
- School restrooms were most often cited as the place to avoid.
- Overall, 14% of white students, 20% of black students, and 32% of hispanic students said they were in gangs in their schools. Students who indicated gang activity in their schools were twice as likely to be afraid of attack both at school or on the way to or from school.

The first National Adolescent Student Health Survey, conducted in 1987, reported the following results from a survey of 11,000 eighth and tenth graders from 20 states.

- More than a third reported being threatened with violence during the past school year, 14% had been robbed, and 13% were the actual victims of some type of assault on the bus or at school at least once during the preceding school year.
- Four out of ten boys and one in four girls reported that they could obtain a handgun. Three percent of the boys had brought a gun to school and almost a quarter had carried a knife to school during the past school year.

### Victimization of Children

The relationship between being a victim of child abuse/neglect and subsequent criminal behavior and violence, the so called "cycle of violence", has real implications when looking at the issue of youth violence. Research sponsored by the National Institute of Justice studied a group of 908 substantiated cases of childhood abuse or neglect processed by the courts between 1967 and 1971, and tracked them through official court records over the next 15 to 20 years. At the same time they also tracked a matched group of children from similar background and with similar characteristics, that had no history of abuse or neglect. The following is a synopsis of their findings:

- While most members of both groups had no juvenile or adult criminal records, being abused or neglected as a child increased the likelihood of arrest as a juvenile by 53%, as an adult by 38% and for a violent crime by 38%.
- Abused or neglected children were on average one year younger at time of first arrest, committed twice as many offenses, and were arrested more frequently.
- Females who were victims of abuse/neglect were 77% more likely to be arrested than their female counterparts. Females were less likely to be arrested for street violence than males but were more likely to be involved in violence in the home.
- Both black and white abused/neglected children were more likely to be arrested than comparison children, however the difference between whites was not as great as with black youth. White youth showed no increase in violent crimes over their comparison group, whereas black children in the sample showed significant increases in the likelihood of arrest for a violent crime over their comparison group.
- Notably, childhood abuse or neglect had no apparent effect on the movement of juvenile offenders toward adult criminal activity. In both groups, an equal proportion of children with juvenile arrests also had adult arrests.
- Physically abused children were the most likely to be arrested later for a violent crime, although, neglected youth were a close second.
- Children placed outside of the home because of abuse or neglect showed little or no difference from those remaining at home in future arrest records. Children moved three or more times did show significantly higher arrest records. This contrasts sharply with the out of home placement of delinquent youth and the high rates of future arrest.

## **SUMMARY**

### ***Who is most likely to be a victim of violent crimes?***

In general, victimization rates for personal crimes of violence are relatively high for people who are male, black, poor, young or single. This is the same general profile of persons who are most likely to be a violent offender. Victimization rates for crimes of theft tend to be higher for people who are male, wealthy, young or single.

### ***Is youth violence strictly an inner-city problem?***

Interestingly, rates of victimization for violent crime are consistent between suburban and non-metropolitan areas. Rural residents are least likely to be the victim of a violent act. Residents of the inner city, however, find themselves the victims of crime at an alarming 2 to 1 rate over other sectors of our society. Black males have higher rates of victimization than whites in the inner city, but were no more likely than whites to be victimized in other areas.

### ***Has youth violence increased in the last ten years?***

Estimated crime victimizations for violent crime declined by 16% between 1981 and 1990. In general, violent crime rates, as defined by reports of victimization, have remained fairly stable over the last 7 years. This is in contrast to national arrest data that shows increases in arrests for violent crime, committed by both youth and adults, in the later part of the 1980s.

### ***Does being victimized as a child have an impact on future violent behavior?***

In general childhood victimization increases the likelihood of delinquency, adult criminality, and violent criminal behavior. In addition, victims of childhood abuse/neglect face a higher risk of poor school performance, health problems, and generally lower levels of personal and family achievement.

#### **Sources:**

- Criminal Victimization in the United States, 1973-88 Trends, A National Crime Survey Report, U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, July 1991
- Criminal Victimization in the United States, 1990
- Bureau of Justice Statistics, National Update, January, 1992, Vol.I, No.3
- Bureau of Justice Statistics, National Update, July 1992, Vol.II, No.1
- The Cycle of Violence, National Institute of Justice, Research in Brief, October 1992
- Student and Staff Victimization, National School Safety Center Resource Paper, 1989

## **YOUTH COMMITTED VIOLENT CRIME NATIONAL CRIME RATES**

National arrest data, when analyzed by age, are separated by offenders under the age of 18 and those that are 18 years of age and older. In Missouri the upper limit of juvenile age jurisdiction is 17 years. In this report, unless otherwise noted, we are referring to youth as someone under the age of 18 years and not necessarily a juvenile as determined by juvenile court jurisdiction. Violent crime is defined to include: murder, nonnegligent manslaughter, forcible rape, robbery and aggravated assault. Property crimes are defined to include: burglary, larceny-theft, motor vehicle theft, and arson.

In 1990, there were an estimated 2.2 million arrests of persons under the age of 18 in the United States. According to the FBI this represented 16% of all arrestee in the U.S., involving 14% of murder and nonnegligent manslaughter arrests, 15% of forcible rape, 24% of robberies, 14% of aggravated assaults, 33% of auto thefts, and 7% of drug abuse arrests.

### **Race and Gender Distribution of Youth Arrests**

Nationally, our youth population is evenly divided between male and female. White youth account for 80% of our total population, 16% are black and 4% of other races. Below are some interesting figures concerning youth crime.

- Seventy-one percent of the youth arrested for all offenses were white, 26% were black and 3% were of other races. Males represented 77% of all youth arrested.
- In 1980, the rate of arrest for drug abuse for black and white youth was very equal. Black arrest rates remained constant through 1984 then increased by 200% by 1989. During that same period white arrest rates for drug abuse fell 33%. Black youth are now five times as likely to be arrested for a drug offense as a white youth.
- Black youth are greatly overrepresented in the arrest categories of gambling, robbery, murder, nonnegligent manslaughter, drug abuse, forcible rape, and aggravated assault. White youth are overrepresented only in the alcohol related crimes of liquor law violations, driving under the influence and drunkenness.
- For crimes like murder, weapons and aggravated assault the arrest rates for whites and other race youth remained constant over the period from 1981 to 1990. For blacks, the murder rate more than doubled and the weapons and aggravated assault rates almost doubled. Black youth are more than 8 times as likely to be arrested for murder and four times as likely to be arrested for aggravated assault.
- Females are under represented in all categories except runaway and prostitution/vice.
- Females accounted for only 12% of all violent crime in 1990 with their largest representation in the area of aggravated assault (15%).

### Adult Versus Youth Arrest Rates

In 1989 adults accounted for 85% of all crime in the United States. Of the youth age crime, 90% is committed by youth age 13 to 17 years. Seventeen year olds alone account for over 25% of all youth age arrests for violent crime.

- In 1990 violent adult crime (18 years and older) increased by 11% while violent crime committed by youth

- increased 16%.

In reviewing arrest data for a ten year period 1981 to 1990, we see that violent crime arrests for youth

- increased by 29% for that period while violent crime arrests for adults increased a substantial 49%. Between 1981 and 1990, property crime arrests for youth actually decreased by 5% while adult property crime increased 25%.

In total the crime index for youth decreased by 1% (effected mostly by the decline in property crime) while the crime index for adults increased by 30%.

A review of individual offense categories shows a great variance in the arrest trends between youth and adults.

- Youth arrests for murder and nonnegligent manslaughter increased 60% between 1981 and 1990 while adult arrest increased by only 5%.

Aggravated assault increased by 57% for youth and 69% for adults while weapons violations increased 41% for youth and only 18% for adults. Nonaggravated assault for youth and adult went up 72% and

- 104% respectively.

Drug abuse violations for youth decreased by 27% while those same violations increased for adults by 90%.

In reviewing youth arrest rates over an extended period of time (1965 to 1989) two distinct trends develop between property and violent offense categories. Youth arrest rates for violent crime grew considerably during the mid 60s through the mid 70s then leveled off to the mid 80s. In the late 1980s the rate began to climb reaching its highest rate in the 25 year period (388 per 100,000 youth in 1989). During this same time period the property crime rate for youth climbed during the 60s and 70s before starting a decline into the mid 80s. The 1989 property crime rate is now below that of the rate found in the mid 70s. Within the violent category, offenses such as murder, rape, aggravated assault, and nonnegligent manslaughter have generally increased over the last 25 years, while robbery rates, after doubling through the 60s and 70s, have declined significantly into the late 1980s.

## **SUMMARY**

### ***What is the overall picture of youth violent crime rates in the U.S.?***

After remaining fairly constant since the mid 70s, violent crime rates have increased fairly significantly since the late 1980s. The overall rate of violent youth crime has risen at a slightly faster pace than that of adult violent crime in the last few years. For the 10 year period ending 1990, adult committed violent crime still rose at a rate 41% higher than youth crime.

### ***Does national data show significant differences in arrest rates by race?***

Very large differences exist in the arrest rates between black youth and youth of other races. Black youth are greatly overrepresented in several violent offense categories including murder and aggravated assault. Black youth have also seen significant increases in the number of weapons related arrests as opposed to other races. White youth and youth from other races are represented fairly evenly in their arrest rates for violent offenses. Only in the area of robbery has there been a marked narrowing of the discrepancy between black arrests and that of other racial groups (from 12 times greater to 10 times greater for blacks than whites).

#### **Sources:**

Sourcebook of Criminal Justice Statistics 1990, U.S. Department of Justice, Bureau of Justice Statistics

Arrest of Youth 1990, Juvenile Justice bulletin, U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, Jan. 1992

Offenders in Juvenile Court, 1989, U.S. Department of Justice, OJJDP

# Focus Groups

## Issues and Recommendations

The Missouri Select Symposium on the Serious and Violent Juvenile Offender was coordinated to gather professionals, parents and youth to examine the nature and extent of juvenile related violence. This project was developed by the Missouri Department of Public Safety and the Missouri Juvenile Justice Advisory Group. Assistance in developing and coordinating the Symposium was provided by the Missouri Youth Initiative, University of Missouri - Extension and the Missouri Juvenile Justice Association. Technical assistance and support was also provided by Community Research Associates of Champaign, Illinois under contract with the Office of Juvenile Justice and Delinquency Prevention. Other organizations joining in sponsoring the Symposium were the Missouri Police Chiefs Association and the Missouri Division of Children and Youth Services.

Symposium participants were invited from communities throughout the State of Missouri and represented a cross section of communities and a cross section of the criminal and juvenile justice system. Professional organizations were contacted and invited to send a representative (eg. Missouri Association of School Administrators, Missouri Sheriff's Association, Ministerial Alliance of Kansas City). A total of 125 individuals participated and included:

Juvenile Judges	Juvenile Officers	Youth
Missouri Supreme Court	Adult Corrections	Parents
Missouri Bar	Mental Health	Educators
Law Enforcement	Family Services	Media
Children and Youth Services	Special Interest Groups	
Community Youth Services	Private Business	

The first day of the symposium provided various speakers addressing this issue from statistical data, research, personal experience and promising prevention, intervention and treatment programs. On the morning of the second day, participants were assigned to five regional focus groups to exchange ideas based on their experiences and expertise towards the development of sound policy and program recommendations. The group exercise included developing consensus on the top three causes of violent juvenile behavior and program and policy recommendations to address these issues. Each group included representatives from law enforcement, the criminal & juvenile justice system, education, parents, youth, community services and state agencies.

The focus groups were divided as follows: St. Louis Region 1, St. Louis Region 2, Kansas City Region, Suburban (midsize cities), and Rural areas.

The results of the focus groups findings and recommendations are presented in the following pages :

***BLUE***  
**St. Louis Region 1**

**ISSUE/CAUSE 1: Child Abuse/Neglect**

***SOLUTIONS...based on the premise that families have value and should be supported through professional interventions.***

- 1. The goal of all social service agencies should be to support families. (This includes schools)***
- 2. Funding should be directed at early identification and intervention services for families.***
- 3. Family support centers should be developed and be accessible to families in high need areas.***

**ISSUE/CAUSE 2: Weapons Availability**

***SOLUTIONS:***

- 1. A mandate to force law enforcement, judicial, and school systems to report possession of weapons.***
- 2. Mandate to judicial system to attach a mandatory punishment for possession of weapon when committing another offense.***
- 3. Encourage gun regulation legislation including penalty enhancement for selling weapons to minors.***

**ISSUE/CAUSE 3: Capacity of juvenile justice system to respond to serious and violent offenders.**

***SOLUTIONS:***

- 1. Adequate funding of Division of Youth Services coupled with a strong recommendation for integration of services by state agencies, specifically Division of Youth Services, Division of Family Services, and Department of Mental health.***
- 2. Early identification of potential violent offenders and a focus of services on this population.***
- 3. Creation of an intermediate youth authority to handle serious youthful offenders beginning at approximately age 16 and continuing into young adulthood.***

***GREEN***  
**St. Louis Region 2**

**ISSUE/CAUSE 1: Ineffective Parenting & Lack of Individual Value Systems**

**SOLUTIONS:**

- 1. Greater emphasis by social service agencies and the educational system on developing parenting skills and teaching early childhood education.***
- 2. Promote and develop opportunities for young people to establish a positive value system outside of the home using programs that include mentors.***
- 3. Refocus and increase investment in local/neighborhood communities and empower communities to be flexible and creative in meeting their own needs.***

**ISSUE/CAUSE 2: Alcohol & Drugs**

**SOLUTIONS:**

- 1. More focus on prevention and treatment programs, including improved economic opportunities for drug-affected children.***
- 2. Enhanced educational and media (television, movies, music, etc.) programs advocating the benefits of a drug-free society.***
- 3. More sensible/enforceable laws dealing with purchase and use of drugs and alcohol.***

*(There was a recommendation for immediate opposition to pending legislation requiring automatic waiver of juvenile offenders of drug laws to adult court for prosecution.)*

**ISSUE/CAUSE 3: Violence/Weapons/Violent Language**

**SOLUTIONS:**

- 1. Change firearms laws to reduce the accessibility to weapons.**
  - a) Strict licensing for gun dealers.**
  - b) Passage of the "Brady Bill" requiring a waiting period for the purchase of a handgun.**
- 2. Establish long-term secure treatment facilities for violent juvenile offenders (within the juvenile justice system).**
- 3. The serious and violent juvenile offender should be given meaningful consequences for their behavior.**
- 4. Conflict resolution and anger management programs in the educational system.**
- 5. Everyone should be educated on the cultural differences among peoples.**

***GOLD***  
**Kansas City Region**

**ISSUE/CAUSE 1: There is a Lack of Meaningful Opportunities for Education, Jobs, and Job Training and Job Education.**

**SOLUTIONS:**

- 1. Provide opportunities, activities and experiences that will discover hidden talents that youth possess. Encourage family exposure to different life experiences, i.e., trips to Crown Center, Plaza, Theatre...**
- 2. Community Programs that target troubled youth that redirect the emphasis/priorities of existing programs towards prevention and early intervention. Provide necessary financial support.**
- 3. Expose youth to meaningful job opportunities through contacts with local employers.**

**ISSUE/CAUSE 2: Lack of Agency and Organization Coordination**

**SOLUTIONS:**

- 1. Require or Enhance a System of Collaboration by:**
  - a. Identifying, defining and selecting common agreement on issues and services among service providers;**
  - b. Establishing a communications network between key agencies, organizations and community based groups; and**
  - c. Improve information systems and the sharing of information with the appropriate preservation of individual rights.**
- 2. Metro-wide Planning**
  - a. Focus on common goals and desired outcomes; and**
  - b. break down turf issues among all involved agencies**
- 3. Program Evaluation - Assess and describe programs that are successful**

**ISSUE/CAUSE 3: Easy Access to Guns, Drugs & Alcohol**

**SOLUTIONS: (Short term/long term)**

- 1. Education**
  - a. self**
  - b. youth**
  - c. community**
  - d. decision makers**
- 2. Legislation**
  - a. national**
  - b. state**
  - c. local**
  - d. clean up gun registration - dealers**
- 3. Detection - Enforcement**
  - a. Drug, alcohol**
  - b. Metal detectors, school security**
- 4. Policy on weapons offense**
  - a. Each agency develop for self  
(need to agree on policy)**

**SILVER**  
**Suburban Regions**

**ISSUE/CAUSE 1:** Individual & Family Responsibilities  
Lack of accepting personal responsibility

**SOLUTIONS:**

1. *Training on responsibility, conflict mediation and peer counseling*
2. *Court dispositions should be clear, quick and appropriate*
3. *Communities should offer alternative recreational and educational activities*

**ISSUE/CAUSE 2:** Absence of Parenting/Communication/Supervision

**SOLUTIONS:**

1. *Parenting Education*
  - a. *High school curriculum, GED< AFDC*
  - b. *In Nat'l Health Policy*
2. *Courts work with parents - family court model*
  - a. *Family Preservation Program - culturally diverse*
  - b. *PAFT*
3. *Community Education*
  - a. *Support groups - churches, development programs*

**ISSUE/CAUSE 3:** System & Community

- Lack of preventive & treatment resources
- Lack of emphasis on children's issues
- Lack of community based programs/services

**SOLUTIONS:**

1. *Develop a statewide strategy to address the issue of services for serious juvenile offenders:*
  - a. *Mission statement*
  - b. *State provide leadership & technical assistance*
    - seek input from community
    - community assess resources available and needed
    - consolidate and share resources
  - c. *Move toward legislation to mandate interagency communication*

***RED***  
**Rural Region**

**Overall group remarks:**

Both reactive and proactive approaches need to be utilized.

For any new or existing programs - funding must be adequate to support the program.

**ISSUE/CAUSE 1: Lack of community involvement with youth;  
youth lacking involvement with the community;  
and childcare/latch key.**

**SOLUTIONS:**

- 1. *Require community involvement/participation as a credit in the school curriculum.***
- 2. *Keep kids in their community for education to help develop/instill a sense of community responsibility.***
- 3. *Involve youth in planning activities and programs through advisory boards in city government.***
- 4. *Early identification of high risk serious offenders through interagency collaborations. Needs to include city government.***
- 5. *Community ownership of problem and commitment to resources.***
- 6. *Childcare/Latch key***
  - a. *Expanded hours for Headstart***
  - b. *Available, affordable childcare***
    - 1) *business/community support***
    - 2) *quality standards***
    - 3) *supplemental \$ for parents to afford child care***

**ISSUE/CAUSE 2:** **Parenting related to skills, environment, commitment, mental illness, chemical dependency.**

**SOLUTIONS:**

**1. Parent education in the home utilizing existing programs:**

**FUTURES**  
**Family Preservation**  
**Nurses for Newborns**  
**Parents as Teachers**  
**ParentLink**  
**Independent Living**  
**Parent Relief**  
**ARTOP**  
**C-STAR**  
**Private Providers**

**2. Publicize and promote existing programs for parents.**

**3. Seek out captive audiences**

**ISSUE/CAUSE 3:** **Cycle of violence sexual, physical, emotional abuse within the family**

**SOLUTIONS:**

- 1. Support legislation for family court**
  - a. authority to draw in agencies for Team App.**
- 2. Establish community norms against violence utilizing Family Violence Councils (multi agency)**
- 3. System of Detection/Identification**
  - a. utilizing some sort of computerized data**

## **SUMMARY**

As a part of his concluding remarks, Jim Brown, Community Research Associates, highlighted the issues that he had observed as having gained general consensus among the participants and they are presented below. Jim commended the participants on their efforts and encouraged continued efforts to implement the many recommendations that were generated.

### **ISSUES:**

#### **1) Ineffective Parenting**

This included items such as substance abuse in the home, lack of communication in the family, negative role models and lack of positive role models, deterioration in the family structure, "no meaningful person in the kid's life", lack of adequate medical care.

#### **2) "Violence Begets Violence"**

This included violence by parents on children such as abuse and neglect, gang violence, media preoccupation with violence, and violence perpetrated by and in many of our institutions. Also unresolved anger and inability to manage it. The general notion that the media and other commercial ventures glamorize violence and have tended to trivialize human life.

#### **3) Easy Access to Weapons, Drugs and Alcohol**

#### **4) Lack of Meaningful Opportunity**

This included education opportunities, meaningful work experiences, recreation and leisure time activities, growing poverty particularly in our inner cities and rural areas, inadequate prenatal and postnatal care, lack of community based services.

#### **5) Lack of Individual Responsibility and Accountability**

In the home, at school and in the juvenile justice system. Also a general lack of respect for the system as it stands.

#### **6) Inability or Unwillingness of Agencies to Work Together in the Best Interest of Youth**

Preoccupation with one's own "turf". This is particularly true with respect to sharing of funds and willingness to provide a continuum of services for young people.

#### **7) Individual Sense of Isolation**

This includes alienation, depression, anxiety, fear, hopelessness. "No sense of attachment or community", low self-esteem, failure of schools and adults generally to "discover the hidden talents" in every young person as they grow up.

Lynn Lyss, Chairwoman of the Missouri Juvenile Justice Advisory Group, wrapped up the Symposium proceedings by thanking the participants for their dedication and concern. She noted that this very diverse group of individuals from communities throughout the State of Missouri were able to reach considerable consensus on not only issues and problems, but on solutions to those problems. She emphasized that it was significant that the general feeling of the participants seemed to be that we must address the issue of the serious and violent juvenile offender through prevention, early intervention and treatment and not through increased expenditures in the criminal justice system. She concluded her remarks by reminding the participants that successful solutions require the efforts of the entire community of Missouri.

## **CONCLUSION**

### ***How do we begin to deal with the issue of the serious and violent juvenile offender?***

Violence is a symptom of many other problems and if we focus our attention and resources on the symptom and not the causes we will never be effective in adequately addressing this issue. We must look for the causes and turn our efforts towards prevention and early intervention.

### ***What is causing young people to commit violent crimes?***

Undoubtedly, there are many reasons why any one individual will commit a violent or serious crime. The Symposium participants discussed literally hundreds of possible causes. Many of the believed causes can be grouped under several broad categories such as: parenting; economics; violence (in the home and in society); drugs and alcohol; proliferation of, and easy access to firearms; racism; lack of a sense of community; and failure of public institutions to work effectively together.

### ***Are there specific programs that can be adopted to deal with this population?***

There are programs that have proven to be effective in addressing this issue; however, there is no magic solution. Individuals working from varying sides of the issue may have personal preferences or opinions on specific programs, but there is considerable consensus that projects should be family centered, should be community based and community involved, and should be geared towards prevention and early intervention.

### ***How do we deal with youth who have already committed a violent offense?***

There appears to be general agreement on the need to provide for both treatment and public safety. Specific recommendations include the development of a long term secure treatment program under the authority of the Missouri Division of Youth Services. This type of program would provide for public safety while giving adequate attention to needs of the individual and his/her family. Services would include mental health services, education and job skills training, independent living skills training, mentoring and community reintegration. Treatment services should also be offender specific.

There was a recommendation from several of the focus groups to oppose current and future legislative attempts to require the automatic waiver of juvenile offenders to adult court for prosecution.

### ***Whose responsibility is it to deal with the serious and violent juvenile offender?***

It is everyone's responsibility. If we agree that the causes are many and varied and that to truly affect this problem we must be proactive as well as reactive, and it will take the entire community working together to achieve the desired results.

- Responsibility must begin at home, but the community and social service agencies should be supportive of parents and provide assistance as necessary.
- Community institutions such as churches, business and philanthropic organizations should collaborate and reach out to offer services and share their resources and talents.
- Youth must feel they are an important part of the community and thus have responsibilities. They must also understand the long term consequences of their behavior.
- Public agencies must work together in a common cause and be willing to share resources and leadership.
- Services should be community based, flexible, attentive to specific community needs, and have the input from those receiving the services.



---

## Section 5

### GANGS IN MISSOURI

---

#### INTRODUCTION

Missouri, like many other states in the past decade, has experienced substantial increases in gang activities in both the metropolitan areas and in smaller communities throughout the state. For a variety of reasons, gang-like activities have now spilled over into the schools and is causing a high level of public concern.

The Missouri Juvenile Justice Advisory Group through the office of the Juvenile Justice Specialist in the Department of Public Safety, recognized this problem in 1988 and began facilitating the work of the major police departments and juvenile courts in Missouri by arranging task force training on "Gangs and Drugs". This training was offered through the Federal Law Enforcement Training Center of Glynco, Georgia, and presented at selected training sites around the country.

The first major facilitation efforts were to arrange training for eleven member Task Forces from Kansas City (in New Orleans, Louisiana) and from St. Louis City (in Overland Park, Kansas) in November, 1988, and to develop training curriculum that could be used to train police officers and community agency personnel in the "Identification and Recognition of Traditional and Non-Traditional Gangs."

The several years following these initial Task Force efforts for the municipalities of Kansas City and St. Louis began to give us ample evidence that discussion of gang-like activities could not be limited to these areas, but had to be re-defined to include many portions of rural Missouri.

Since that time, the demand for "gang awareness training" has increased to the point where it has become one of the major media and legislative issues, but there remains only limited training programs in the state to address this issue.

#### DEFINITION OF A GANG

There is no commonly accepted definition of what constitutes a gang. Definitions vary according to what field you are working in, the region of the country in which you reside, or a definition that may suit your desired goals. In a generic sense, the word gang is not in itself negative, but media portrayal and the public's distorted perceptions have interpreted it as being so.

The word gang has been used throughout history to describe groups that exhibit good behaviors as well as bad (anti-social) behaviors, and has been applied to social groups, labor groups, common interest groups, service groups, and most frequently criminal groups.

The most common definitions of what constitutes a gang, comes from Webster's New Twentieth Century Dictionary (1993):

*"A number of persons associated together in some way, specifically:*

- a. A number of laborers or workmen under the supervision of a foreman.*
- b. An organized group of criminals.*
- c. A squad of convicts at work; a 'chain' gang*
- d. A group of children or youth from the same neighborhood bonded together for social reasons."*

Of the four definitions, (d) is the one most commonly associated with youth gangs in a historical sense, but in more recent years the (b) definition has been more implied and accepted.

As we developed the Missouri training curriculum (1988) for police officers and other community agency personnel, we chose a definition from the Federal Law Enforcement Training Curriculum that would answer our need to address the overall violence issue from the law enforcement suppression standpoint:

*"Any group, organization, or association of three or more persons, whether formally or informally organized, that have criminal activity and/or witness intimidation as their primary activities".*

Along with the acceptance of a workable definition comes a need to understand that those actually involved in gang activity represent only a small number youth, and can be classified as follows:

1. Those who get involved in the totality of gang activity are referred to as "hardcore", and represent only 1 to 12% of all kids that claim gang affiliation.
2. Those who get involved for recognition and status are referred to as "associates" and have varying degrees of actual involvement, and represent the large majority (85%) of all kids that claim an affiliation with street gangs.
3. Those who drop in and out of gangs and claim an affiliation only when it can help them acquire status and recognition are called "peripherals", and represent about 14% of the total.

## SCOPE OF GANG ACTIVITY

Based on the law enforcement oriented definition of what constitutes a gang, it becomes obvious that gang definitions cannot be limited to minority youth, or to any one particular type of clique, or informal social group. Therefore, an assessment of the scope of gang-like activities would include categories as follows:

1. Hate/Bias Gang Affiliates
  - (a) Neo-Nazi Skinheads
  - (b) Church Identity White Supremacists
  - (c) United Klans of America (KKK)
  - (d) Aryan Broth
  - (e) Other

2. Crips and Bloods Gangs Affiliates
3. Black Gangster Disciple Nation Affiliates
4. Black Disciple Affiliates
5. Consolidated Vice Lord Affiliates
6. Folk and People Affiliates
7. Hispanic/Latino Affiliates
8. Stoner Gang Affiliates
9. Other

## CURRENT TRENDS IN MISSOURI GANG ACTIVITIES

Current trends in gang activity have been greatly affected by the advent of cocaine in the "Crack" form and the seemingly unlimited access to handguns and assault-type weapons by young people in cities and towns of all sizes. Additional factors that have "played into" the overall violence scene, have been exposure to violence on television, dysfunctional families and lack of parenting, and disenchantment with schools and the "establishment." The resulting gang activity in Missouri can no longer be regarded as a phenomena that resides only in the inner cities and the suburbs, but now reaches out to affect middle-sized and smaller communities.

Rural Missouri is experiencing an escalating number of the same gang-like activities usually associated with large cities; namely increased physical assaults on persons (both male and female), possession and brandishing of more weapons on the street and in the schools, increased weapons incidents and sexual assaults, and extremely bold disregard for authority.

Violence in the cities and suburbs have added another ingredient to the changing face of rural America; ...that being the young person who wants to get away from the large city neighborhood ("hood") and retreats (moves) to a much smaller community, only to be regarded there as "suspect". Generally, these youth will move into a community to live with a relative. In keeping with the normal characteristics of adolescence, these "move ins" may claim a gang affiliation in order to gain status and recognition among their peers, and the first thing that happens is a "clique" forms around this person. Very little time will pass before a rival group forms to challenge the alleged gang "clique". Another trend that is surfacing within the gang realm, is the practice of young persons who "start packin" (carrying a weapon) out of fear of injury and/or intimidation.

Since about 1990, the entire school community and the juvenile court system have been requesting training on gang awareness, and this has now expanded to include mall security staffs, Division of Family Service workers, Probation and Parole workers, hospital emergency room workers, and many other community service agencies.

## CURRENT STATUS OF GANG ACTIVITIES IN MISSOURI

Northwest Missouri: This area of Missouri is characterized by limited gang activity, but shows a representative sample of Anglo gang-like influences of Neo-Nazi and White Supremacy groups throughout that corner of the state, and some Afro gang activity in the St. Joseph area. The activity appears to be individual drug entrepreneurs in the area around 22nd street and Messainie and, in addition, I did see limited graffiti indicating the presence of persons claiming an affiliation with the Brittainy Mafia Gangster Crips, and a rival group claiming Lench Mob (blood) affiliation. There was a "bashing" death of an alleged homosexual by an admitted Neo-Nazi in St. Joseph in 1991, and isolated cases of racial incidents continue to plague that area.

Kansas City Metropolitan Area: This area has experienced the most long standing gang presence with current "gang sets" numbering about 42-45 and representing about 500 to 600 "hardcore" gangbangers. The gang influence in Kansas City shows a definite Los Angeles influence of Crip and Blood sets, with several Hispanic/Latino sets, and two sets that are organized around the white supremacy issue. There are approximately 200 members of the white supremacist oriented Citizens Council, and eastern Jackson County currently shows a substantial number of KKK sympathizers. Law enforcement personnel in the Jackson County area are seeing more evidence of gangs through graffiti and incidents involving weapons, the suburban school community is requesting training on gang awareness and how to deal with gang behaviors in the school setting. With the exception of the now-defunct Woods Chapel Posse of several years ago in the Blue Springs area, I have been surprised that we haven't seen more of a spread of gang activity to outlying areas in Jackson County.

It should be noted that the Ad Hoc Group on Crime continues to be one of the premier model programs in the country for displaying the work of a concerned citizens action group.

Northeast Missouri: This area of the state reflects the least gang-related activity in Missouri, however, the eastern border area along the Mississippi River is seeing much more graffiti and reporting public school students who are "claiming" affiliations with various gang sets. In addition, requests for gang awareness training and community mobilization seminars have greatly increased. Currently, Moberly, Columbia, Kirksville, Mexico, Warrenton, Wentzville, Bowling Green, Hannibal, Louisiana, and St. Charles County would be the locations where graffiti would indicate some gang-relatedness.

St. Louis Metropolitan Area: There is reported gang activity in the city police jurisdiction that represents approximately 65 gang sets, and reports from the county police jurisdictions that would encompass approximately 35 gang sets with substantial numbers of individuals listed in the gang tracking system. In addition, there is an increasing presence of Neo-Nazi gang activity in the peripheral locations surrounding the entire St. Louis Metropolitan area. As it relates to the overall violence issue in St. Louis City Police jurisdiction, referrals for felonies from Metro police have not changed that much (only slightly increased) during the five year period from 1989 to 1993, and the same is true for drug-related juvenile referrals. The alarming increases came in the categories of juvenile homicide referrals (40), juvenile homicide victims (27), and number of juveniles certified (112). It cannot be absolutely documented as to how many of these homicides were gang-related.

Central Missouri Area: The communities of Columbia, Jefferson City, Fulton, Moberly, Mexico, Sedalia, Fayette, Marshall and the Lake of the Ozarks area are experiencing limited gang-related incidents, but seeing an increasing amount of graffiti and youth who claim a gang affiliation. There is substantial white supremacist activity in the form of hate mail from the Neo-Nazi and Church of the Creator sympathizers in the Columbia and Jefferson City areas, along with numerous other isolated racial incidents. Community Policing Officers from the above named cities and towns have been meeting in Jefferson City to discuss activities and trends in gang-related behaviors.

Southwest Missouri Area: We have seen little evidence of hard-core gang activity in this area, but have witnessed a lot of gang-related drug traffickers (200) in the Springfield area, and five social groups in the Waynesville-Fort Leonard Wood area that claim a gang affiliation. In addition, Springfield has experienced substantial increases in meaningful graffiti, and violence. Other communities that have seen evidence of gang-related mentalities and behaviors by young people, are Monett, Purdy, Aurora, Branson, Hollister, Ava, Bolivar, Joplin, Carthage, Rolla, St. James, Osage Beach, Lake Ozarks, and Lebanon. There is substantial activity relating to the Church Identity Movement (white supremacists) and the youthful Neo-Nazi Movement.

**Southeastern Missouri Area:** The southeast quadrant of Missouri has experienced a large number of youth who want to claim a gang affiliation, but the most hard-core activity is in the Hayti, Caruthersville, New Madrid, Charleston, and Sikeston areas. Once again, we can't label these gang affiliations as collectively operational in turf wars, but we can document substantial gang-related affiliations and activities in the "bootheel" area and over to Poplar Bluff and West Plains. Cape Girardeau is now experiencing graffiti and initial signs of gang turf marking with a small band of youth. Towns in the area along the Mississippi River are experiencing about the same type of gang-related graffiti and social group formation as the rest of the communities in the southeast quadrant.

At present, there is not an accurate means to track youth who claim a gang affiliation, except in the two major metropolitan areas, but we do receive reports of current cliques, informal social groups, and gangs in Missouri schools and communities. This office would estimate that there are approximately 2,500 youth who "would claim" an affiliation, with about 1,200 of those being "hard-core" gangbangers (and acknowledge that this is a very conservative estimate).

Extensive training is being made available to communities and organizations through the Missouri Juvenile Justice Advisory Group and the Missouri Department of Public Safety, but we are not adequately serving the needs of enough persons and organizations.

## SUMMARY

The resurgence of gang activity in the two major metropolitan areas of Missouri and the emergence of gang-relatedness activities in many smaller cities and towns, does not parallel the national juvenile crime issue.

At a time when actual overall (adult and juvenile) crime levels are down somewhat nationally, there have been substantial increases in violent offenses committed by juveniles, and this has been reflected in (a) the type of crimes being committed, in (b) the sophisticated weaponry that is being used, and (c) that joining a clique, informal social group, or gang is receiving an inordinate amount of media focus.

The alarming fact for Missouri schools and communities is the realization that we have experienced increases in the number of assaults on persons and in weapons confiscations in the juvenile age group. The "why" of gang-like activities in smaller schools and communities cannot be attributed to any single factor, but can be explained by looking at a number of research-based conclusions on social conditions and why kids "gang up", or form cliques.

On January 6, 1994, the National School Boards Association (NSBA) released a poll that showed the vast majority of school officials (75 %) believe that violence has increased greatly over the past five years. It went on to report that three fourths of the 720 school officials responding had dealt with a violent student-on-student incident in the past year, and that 13% had dealt with a knifing or a shooting.

Of great significance in attempting to explain the underlying causes of gangs and youth violence is the fact that prejudice and discrimination are on the rise in the nation's schools. A national survey of high-achieving students conducted by Who's Who Among American High School Students in 1992, concluded that racial divisions are splitting our youth generation. The survey showed persistent prejudice and discrimination and suggested that current economic conditions could be aggravating racial tensions.

Missouri is characteristic of most Midwestern states by showing sizeable increases in the actual number of criminal street gangs and a spread of gang-like behaviors to smaller cities and towns. It should be noted that along with these increases in criminal street gangs, there has been increases in the number of Neo-Nazi youth groups and other white supremacist groups, such as the White Aryan Resistance (WAR), the Ku Klux Klan, and Church Identity Groups (led by the Church of the Creator). It should be further noted that research efforts dating back to 1926, identify racism and poverty as the most substantial causative factors in the youth violence issue.

---

## Section 6

# PERCEPTIONS OF GENDER BIAS IN JUVENILE LAW

---

### BACKGROUND

This report summarizes the perceptions of attorneys and judges about gender bias in juvenile law and the juvenile justice process in Missouri. The findings are part of a larger survey for the Missouri Supreme Court Task Force on Gender and Justice on many areas of law which was administered late in 1991 to all 13,923 members of the Missouri Bar Association and all 340 state court judges. Respondents were assured anonymity and several efforts were made to improve the response rate. Overall, surveys were completed by 2,367 attorneys (17 percent of the total) and 143 judges (42 percent of the total). There were fewer responses to the survey items that dealt directly with experiences in juvenile law.

The positions held by judges in the survey included nearly equal numbers of associate (48%) and circuit court (44%) and few appellate level positions (8%). These judges reported the amount of their assignment spent in specialty areas of law during the past five years and their preference for each of the areas. Juvenile law was the least preferred by all judges. Most judges also had spent either no time or less than one-fourth of their time on juvenile law matters. There were 125 judges who reported hearing more than 10 juvenile law cases within the last five years, but only about 70 judges responded to most of the survey items on juvenile law.

In addition, fewer attorneys acknowledged experience in the area of juvenile law than any other area of law. Only 382 attorneys reported more than 50 juvenile cases within the last 5 years. Only attorneys with no recent experience were omitted from the remaining items, and even then responses were received from as few as 213 attorneys for some items and as many as 894 for others; this variation is most likely the result of different specializations (i.e. abuse and neglect or delinquency) within the area of juvenile law. Attorneys are further classified generally as 573 urban, 306 more rural, 317 in the eastern district, 434 western district, 128 southern district, 362 age 39 or younger, 355 ages 40 to 49, and 173 age 50 or older because some variation in the juvenile law or juvenile justice process by location and age may be observed and the large number of attorneys responding to the survey was sufficient to allow for these subgroups.

Findings are presented as the proportion of each group responding to each item category. Most items in this survey requested a choice from within a range of responses specified as always, usually, sometimes, seldom or never. Every respondent to the survey did not answer every item; therefore, percentages reported are based only on the number of actual responses. When the number of respondents differed, the number analyzed is included in the table below the percent. The perceptions and experiences of juvenile justice processes also may be very different among female judges and racial minority judges and attorneys in other subgroups but the small number of these respondents herein made this difficult, and in most cases impossible, to determine. The 22 nonwhite attorneys who most often responded were too few on which to calculate stable percentages. Their responses, therefore, are reported in raw numbers and should be considered only when agreement within the group clearly is evident.

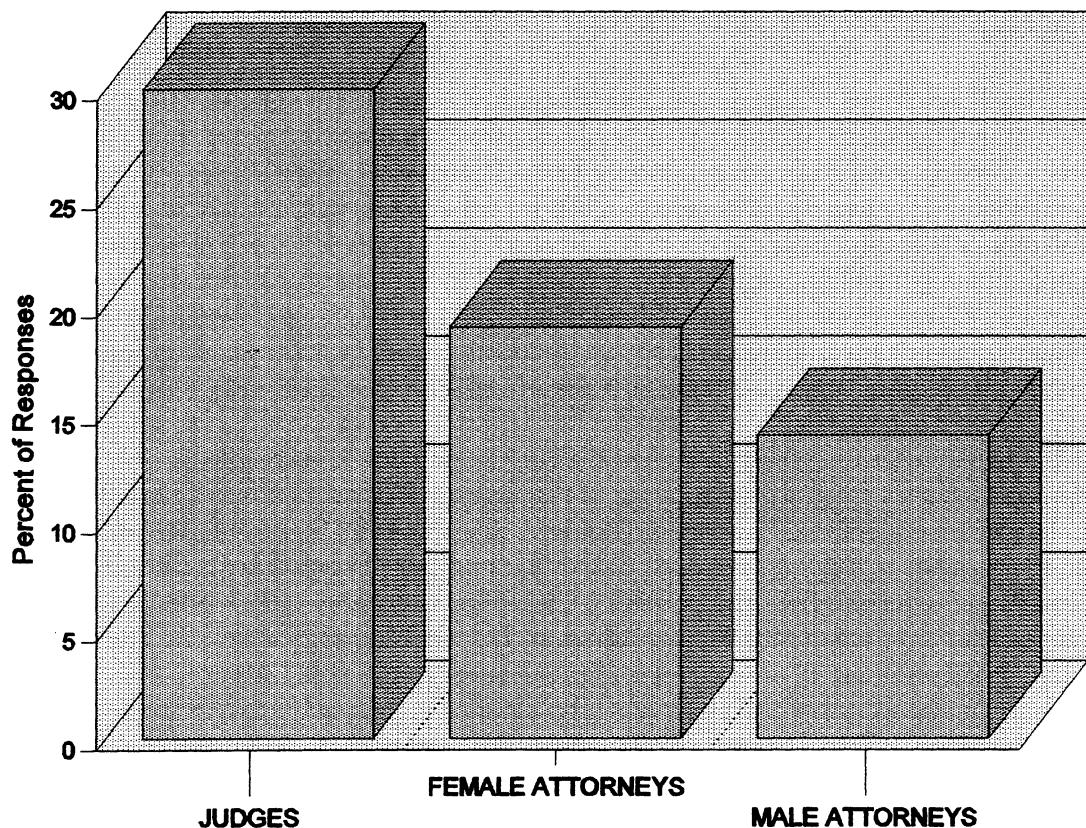
## RESULTS OF THE SURVEY ON JUVENILE LAW

Eighty percent of all attorneys who responded to the survey reported involvement in less than 10 juvenile cases during the last five years. Nearly all judges reported more than 10 but less than 50 juvenile cases. Among those with juvenile cases, the majority of judges (98%) and attorneys (75%) reported that female youths were involved in fewer than 10 percent of their cases. Two-thirds of the responding attorneys had most often represented youths in juvenile court proceedings; 27 percent most frequently were counsel for parents.

The opinion that judges usually or always have negative attitudes toward juvenile law was shared by 32 percent of the judges, but only 21 percent of the female and 14 percent of the male attorneys (shown in Figure 1). These negative judicial attitudes were considered seldom or rare by 54 percent of the male attorneys, 32 percent of the female attorneys, and 43 percent of the judges.

**Figure 1**

### JUDGES ALWAYS OR USUALLY HAVE NEGATIVE ATTITUDES TOWARD JUVENILE LAW



Seventy percent of the judges thought that youths usually or always were represented by counsel in juvenile court. This opinion was shared by 73 percent of the female attorneys and 77 percent of the male attorneys. Less than ten percent of all respondents believed that juveniles rarely have counsel in juvenile court.

	% All Judges	% All Attorneys	% Female Attorneys	% Male Attorneys
<b>Number of cases in last 5 years</b>				
0 to 10	0	80	79	80
11 to 50	99	12	12	13
51 to 100	0	4	4	4
101 to 200	1	1	2	1
201 to more	0	3	4	3
(# analyzed)	(125)	(1,914)	(483)	(1,427)
<b>Most frequent role in juvenile court proceedings</b>				
Represented Youth	67	66	68	
Represented parent(s)	27	27	27	
Represented state	5	6	4	
Juvenile officer/commissioner/referee	1	1	1	
(# analyzed)	(894)	(224)	(669)	
<b>Judges have negative attitudes toward juvenile law</b>				
Always	5	1	2	1
Usually	27	15	19	13
Sometimes	27	36	46	32
Seldom	30	33	26	35
Never	13	16	6	19
(# analyzed)	(64)	(837)	(208)	(628)
<b>Youths are represented by counsel in juvenile court</b>				
Always	26	38	36	39
Usually	44	38	37	38
Sometimes	25	20	23	10
Seldom	6	4	4	4
Never	0	0	1	0
(# analyzed)	(69)	(855)	(211)	(643)

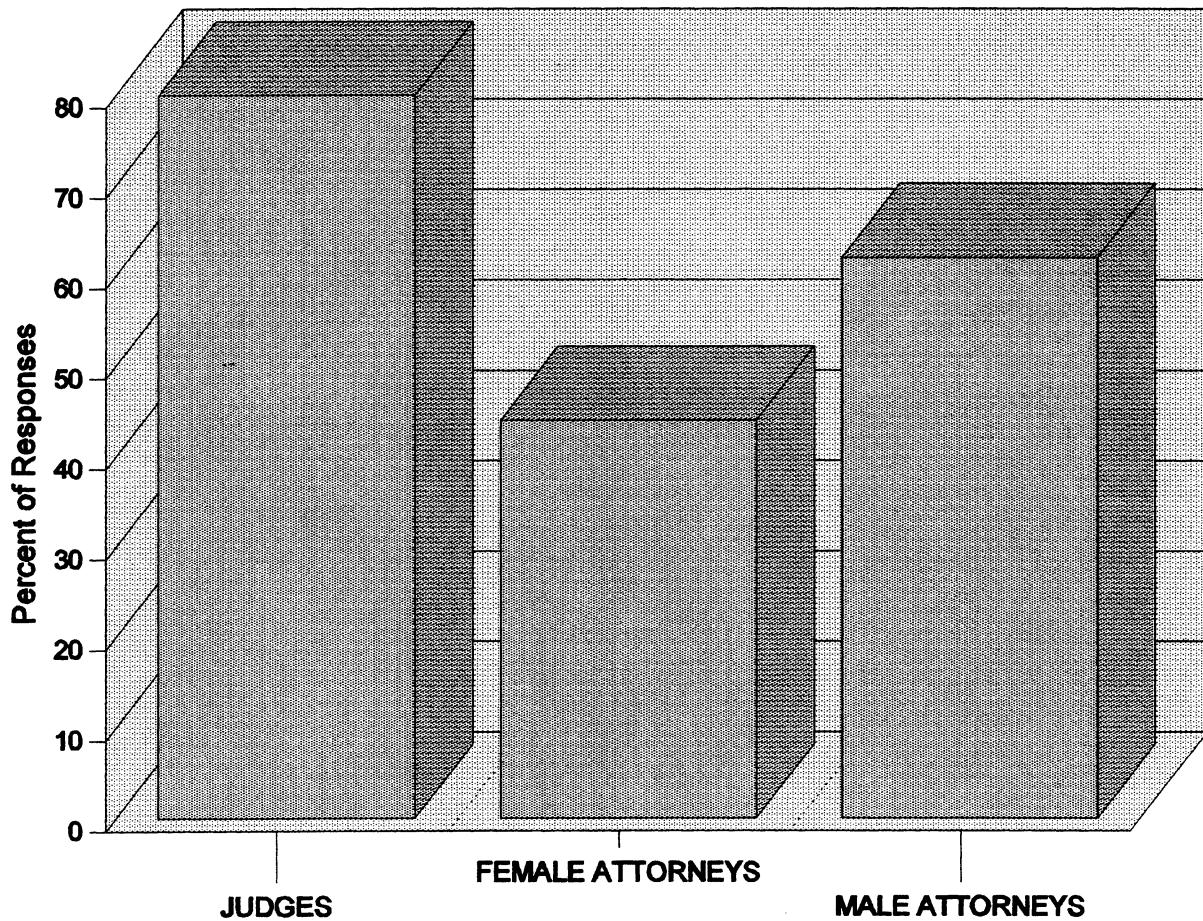
## ABUSE AND NEGLECT

The majority of all judges and attorneys felt that sexually abused boys are seldom or never neglected or ignored by the juvenile justice system. Female attorneys (19%), more often than other respondents, saw this neglect of sexually abused boys as more typical of the juvenile justice system.

Judges were more likely (82%) than male (63%) or female (45%) attorneys to respond that juvenile court usually or always places parental responsibility in a two-parent household equally upon the mother and father in a child abuse or neglect case (shown in Figure 2). Judges also were much more likely than attorneys to believe that juvenile court always terminates the rights of parents without regard to gender of the child (54% of judges, 25% of attorneys) or race of the family (57% of judges, 26% of attorneys). Over half of the attorneys and nearly one-third of the judges thought that children were more likely to be removed from the home in sexual abuse cases when the abuser is male; most others reported no gender difference.

**Figure 2**

### IN A TWO-PARENT HOUSEHOLD, JUVENILE COURT ALWAYS OR USUALLY PLACES PARENTAL RESPONSIBILITY EQUALY UPON THE MOTHER AND FATHER IN A CHILD



In these cases, one-fourth of the judges and 39 percent of the attorneys also felt that judges are more likely to remove female children from the home; the majority of respondents reported no gender differential in this treatment of children.

	% All Judges	% All Attorneys	% Female Attorneys	% Male Attorneys
<b>Sexually abused boys are neglected or ignored by the juvenile system</b>				
Always	0	1	3	0
Usually	3	11	16	10
Sometimes	20	35	35	35
Seldom	46	33	36	34
Never	31	20	16	21
(# analyzed)	(61)	(527)	(116)	(411)
<b>In a two-parent household, juvenile court places parental responsibility equally upon the mother and father in a child abuse/neglect case</b>				
Always	19	7	6	8
Usually	63	51	39	55
Sometimes	12	28	35	24
Seldom	5	12	17	11
Never	2	2	4	1
(# analyzed)	(65)	(655)	(156)	(499)
<b>The juvenile court terminates the rights of parents without regard to gender of the child</b>				
Always	54	25	25	25
Usually	41	60	58	61
Sometimes	3	9	10	9
Seldom	3	4	6	4
Never	0	1	2	1
(# analyzed)	(64)	(635)	(137)	(498)

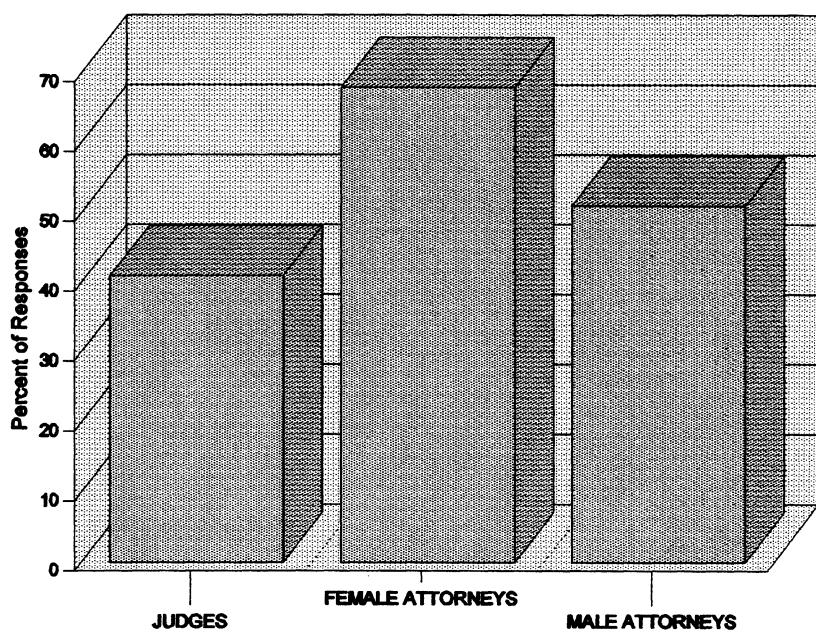
	% All Judges	% All Attorneys	% Female Attorneys	% Male Attorneys
<b>The juvenile court terminates the rights of parents without regard to race of the family</b>				
Always	57	26	23	27
Usually	38	54	42	57
Sometimes	5	13	22	10
Seldom	0	7	10	6
Never	0	1	2	1
(# analyzed)	(58)	(555)	(130)	(425)
<b>Judges are more likely to remove a child from the home in sexual abuse cases in which the abuser is:</b>				
Female	2	2	1	2
Male	31	55	52	56
No difference by gender	68	43	47	42
(# analyzed)	(65)	(658)	(149)	(509)
<b>Judges are more likely to remove a child from the home in sexual abuse cases in which the child is:</b>				
Female	25	39	39	39
Male	0	1	2	1
No difference by gender	75	60	59	60
(# analyzed)	(65)	(660)	(147)	(513)

## STATUS OFFENSES

That judges take the attitude that "boys will by boys" and thus are usually more lenient in their treatment of boys is the opinion of 17 percent of the female attorneys and very few others. The majority of all respondents felt that differential treatment due to this judicial attitude was seldom or never occurred. Twenty-four percent of the judges but only 9 percent of the attorneys agreed that judges never take the attitude that girls are the weaker sex and thus need to be protected. More respondents felt that this attitude sometimes prevailed among judges, but attorneys (24%) – especially those over age 50 (38%) – were twice as likely as judges (13%) to consider it usual. Female attorneys (71%) were more apt than male attorneys (53%) or judges (43%) to report that judges typically view promiscuity as a more serious matter for girls than boys (shown in Figure 3).

**Figure 3**

### JUDGES ALWAYS OR USUALLY VIEW PROMISCUITY AS A MORE SERIOUS MATTER FOR GIRLS THAN BOYS



Approximately half of all respondents reported that judges usually make disposition decisions in status offense cases without regard to the youth's sex; however, judges were more than twice as likely as attorneys to view it as always true. Attorneys were almost twice as likely as judges to believe that juvenile court usually or always is more likely to intervene when girls run away than boys. Over 50 percent of those responding to the survey also believed that early intervention by juvenile court with runaway and truant girls will discourage them at least sometimes from turning later to other crimes.

	% All Judges	% All Attorneys	% Female Attorneys	% Male Attorneys
<b>Judges take the attitude that "boys will be boys" and thus are more lenient with boys</b>				
Always	0	1	2	0
Usually	2	6	15	3
Sometimes	16	27	36	25
Seldom	50	48	36	51
Never	32	19	11	21
(# analyzed)	(68)	(678)	(143)	(535)
<b>Judges take the attitude that girls are the weaker sex and thus need to be protected</b>				
Always	0	3	2	3
Usually	13	24	23	24
Sometimes	40	42	45	41
Seldom	24	23	27	22
Never	24	9	4	11
(# analyzed)	(68)	(673)	(139)	(534)
<b>In status offense cases, judges make disposition determinations without regard to the youth's sex</b>				
Always	27	10	6	11
Usually	49	51	45	53
Sometimes	12	26	34	23
Seldom	8	11	14	10
Never	5	2	2	2
(# analyzed)	(67)	(632)	(128)	(504)
<b>The juvenile court is more likely to intervene when girls run away</b>				
Always	0	2	4	2
Usually	18	30	32	29
Sometimes	15	34	34	23
Seldom	37	24	25	24
Never	31	10	5	11
(# analyzed)	(62)	(533)	(105)	(428)

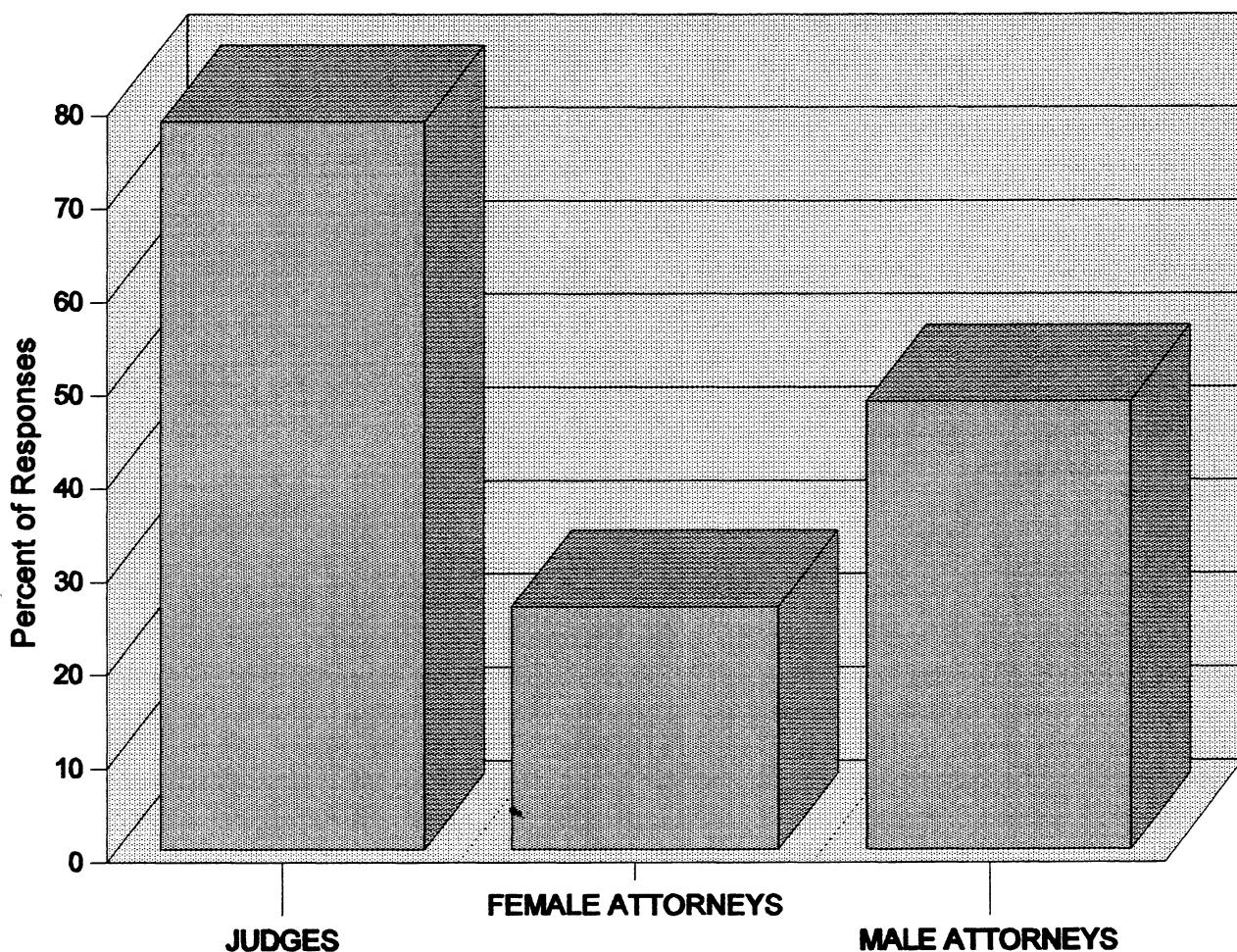
	% All Judges	% All Attorneys	% Female Attorneys	% Male Attorneys
<b>Early intervention by juvenile court with runaway and truant girls will discourage them from turning later to other crimes</b>				
Always	2	2	0	2
Usually	19	23	17	25
Sometimes	68	53	62	50
Seldom	9	18	18	18
Never	2	4	3	4
(# analyzed)	(53)	(487)	(104)	(383)
<b>Judges view promiscuity as a more serious matter for girls than for boys</b>				
Always	3	10	21	7
Usually	40	47	50	46
Sometimes	22	26	23	27
Seldom	30	10	4	11
Never	5	7	2	8
(# analyzed)	(63)	(569)	(116)	(453)

## DELINQUENCY

Respondents were asked about their perceptions of differential processing based on gender at several stages of juvenile court. Gender differences do not affect detention decisions (according to 87% of the judges, 55% of the male attorneys, 46% of the female attorneys), adjudication decisions (according to 89% of the judges, 63% of the male attorneys, 52% of the female attorneys), disposition decisions (according to 43% of the judges, 35% of the male attorneys, 28% of the female attorneys) and certification to criminal court (according to 75% of the judges, 43% of the male attorneys and 26% of the female attorneys). Female attorneys were more likely than other respondents to perceive of gender bias at each stage of juvenile processing. Judges seldom or never make disposition decisions more often when the child lives only with his or her mother according to 79 percent of the judges, 49 percent of the male attorneys and 27 percent of the female attorneys (shown in Figure 4). When the bias was specified as harsher treatment for boys at

**Figure 4**

### JUDGES SELDOM OR NEVER IMPOSE DISPOSITION ORDERS MORE OFTEN WHEN THE CHILD LIVES ONLY WITH HIS OR HER MOTHER



formal processing, however, 35% of the male attorneys compared to 25% of the female attorneys and only 18% of the judges thought this was usually or always true. While they did not vary by gender, attorneys (24%) were more than twice as likely as judges (11%) to report that judges usually perceive delinquent boys as more in need of treatment than delinquent girls. Finally, female attorneys (21 percent) were nearly twice as likely as other respondents to believe that juvenile courts devote too little attention to the needs of teenage fathers.

	% All Judges	% All Attorneys	% Female Attorneys	% Male Attorneys
<b>The decision to detain male and female juveniles accused of similar offenses is made without regard to gender</b>				
Always	28	9	5	10
Usually	59	45	41	45
Sometimes	14	30	33	29
Seldom	0	15	18	14
Never	0	3	3	2
(# analyzed)	(65)	(568)	(114)	(454)
<b>Adjudication decisions are made without regard to the sex of the youth</b>				
Always	35	11	7	12
Usually	54	50	45	51
Sometimes	7	23	26	23
Seldom	3	15	20	14
Never	0	2	2	2
(# analyzed)	(68)	(631)	(128)	(503)
<b>Gender is a factor in disposition decisions</b>				
Always	9	6	8	6
Usually	15	25	28	24
Sometimes	34	36	36	36
Seldom	21	25	22	26
Never	22	8	6	9
(# analyzed)	(68)	(648)	(134)	(514)

	% All Judges	% All Attorneys	% Female Attorneys	% Male Attorneys
<b>At formal processing, boys are treated more harshly than girls</b>				
Always	3	5	2	5
Usually	15	28	23	30
Sometimes	28	34	43	31
Seldom	32	25	26	24
Never	22	9	6	10
(# analyzed)	(60)	(559)	(103)	(456)
<b>Judges impose disposition orders more often when the child lives only with his or her mother</b>				
Always	0	1	1	1
Usually	0	17	28	14
Sometimes	22	37	44	36
Seldom	46	33	18	36
Never	33	13	9	13
(# analyzed)	(55)	(511)	(102)	(409)
<b>Juveniles are certified to stand trial as adults without regard to gender</b>				
Always	35	9	5	10
Usually	40	31	21	33
Sometimes	14	25	42	21
Seldom	7	31	25	32
Never	4	4	7	4
(# analyzed)	(57)	(462)	(84)	(378)
<b>Judges perceive that delinquent boys are more in need of treatment than delinquent girls</b>				
Always	0	2	1	2
Usually	11	24	28	23
Sometimes	18	35	39	34
Seldom	35	29	26	29
Never	37	11	7	12
(# analyzed)	(63)	(548)	(104)	(444)

## DETENTION AND PLACEMENT FACILITIES

Consensus in the perceptions among attorneys, but differences from judicial views also was evident among responses to most items concerning detention. The majority of attorneys reported that similarly situated youths are detained longer for violent offenses if they are male, but most judges reported no gender difference in detention length. Attorneys also believed that males are likely to spend more time in detention than females adjudicated for similar offenses, while judges again most often reported no difference. Better quality services, programs, treatment and education while in detention was reported for females by 27 percent of the male attorneys, 14 percent of the female attorneys and 15 percent of the judges, and for males by 13 percent of the female attorneys and 3 percent of the male attorneys. Over half of the female attorneys, but less than 30 percent of male attorneys or judges thought that female youths had access to fewer private treatment resources. The majority of all male respondents reported no gender differences in the availability of private treatment.

Two items concerned the Division of Youth Services. The view that DYS generally offers the same amount and quality of services, programs, and residential facilities to male and female youths was supported by 54 percent of the judges, 71 percent of the male attorneys and 41 percent of the female attorneys who responded. Pregnant juveniles were not provided services by DYS according to 30 percent of the female attorneys, 11 percent of the male attorneys and 4 percent of the judges.

Attorneys from different locations in Missouri or different age groups did not have substantially different perceptions about juvenile court treatment of delinquency cases.

	% All Judges	% All Attorneys	% Female Attorneys	% Male Attorneys
<b>Similarly situated youths are detained longer for violent offenses if they are:</b>				
Female	0	2	6	1
Male	32	57	60	57
No difference by gender	68	41	34	43
(# analyzed)	(59)	(486)	(88)	(398)
<b>Juveniles adjudicated for similar offenses spend more time in detention if they are:</b>				
Female	2	2	3	2
Male	31	59	60	59
No difference by gender	68	39	36	40
(# analyzed)	(62)	(486)	(91)	(395)
<b>Detained youths receive better quality services, programs, treatment and education in detention if they are:</b>				
Female	15	24	14	27
Male	0	5	13	3
No difference by gender	85	71	73	70
(# analyzed)	(53)	(455)	(91)	(364)
<b>There are fewer private treatment resources in my area for juveniles who are:</b>				
Female	29	32	54	26
Male	8	7	7	7
No difference by gender	64	61	39	67
(# analyzed)	(52)	(454)	(96)	(357)
<b>The Division of Youth Services offers the same amount and quality of services, programs, and residential facilities in my area to male and female youths</b>				
Always	21	15	8	17
Usually	33	50	33	54
Sometimes	16	19	24	17
Seldom	26	14	26	10
Never	5	3	8	1
(# analyzed)	(43)	(446)	(99)	(346)

	% All Judges	% All Attorneys	% Female Attorneys	% Male Attorneys
<b>DYS will not provide services to a female juvenile who is pregnant</b>				
<b>Always</b>	<b>4</b>	<b>2</b>	<b>4</b>	<b>1</b>
<b>Usually</b>	<b>0</b>	<b>14</b>	<b>26</b>	<b>10</b>
<b>Sometimes</b>	<b>20</b>	<b>16</b>	<b>20</b>	<b>15</b>
<b>Seldom</b>	<b>36</b>	<b>37</b>	<b>20</b>	<b>39</b>
<b>Never</b>	<b>40</b>	<b>32</b>	<b>20</b>	<b>35</b>
<b>(# analyzed)</b>	<b>(25)</b>	<b>(213)</b>	<b>(50)</b>	<b>(163)</b>
<b>Locally, the juvenile court devotes too little attention to the needs of teenage fathers</b>				
<b>Always</b>	<b>10</b>	<b>14</b>	<b>21</b>	<b>12</b>
<b>Usually</b>	<b>19</b>	<b>37</b>	<b>43</b>	<b>35</b>
<b>Sometimes</b>	<b>26</b>	<b>26</b>	<b>25</b>	<b>26</b>
<b>Seldom</b>	<b>29</b>	<b>16</b>	<b>9</b>	<b>18</b>
<b>Never</b>	<b>16</b>	<b>8</b>	<b>3</b>	<b>9</b>
<b>(# analyzed)</b>	<b>(31)</b>	<b>(330)</b>	<b>(81)</b>	<b>(249)</b>

## SUMMARY

Judges and attorneys disagreed on many juvenile justice issues. Attorneys were more likely than judges to report that several decisions by judges are biased against males, females and minorities. Most judges believed that gender and race were not factors in their decisions.

In cases of child abuse or neglect, judges were more likely than attorneys to believe that equal responsibility is placed on both parents in two-parent households; that decisions to terminate parental rights are made without regard to gender of the child or race; and that children are not removed from the home more often when the abuser is male. When status offenses were an issue, attorneys more often than judges felt that promiscuity is considered more serious for girls than boys; that juvenile courts intervene in runaway cases more often for girls; and that girls are sometimes viewed as the weaker sex and thus need to be protected.

Attorneys also more often than judges reported that delinquent boys are more in need of treatment than delinquent girls and that boys are detained longer. Female attorneys had significantly different views than male attorneys about how delinquency cases are handled. Females more often than male attorneys believed that the youths' gender affect detention, adjudication, disposition and certification decisions. Female attorneys also felt delinquency cases were treated differently for juveniles with single mothers.

Judges more often admitted that they have negative attitudes toward juvenile law than it was perceived as such by female, and especially male, attorneys. This attitude from judges should not be surprising to attorneys, however, because they also avoid specializations in juvenile law and apparently least often become involved in juvenile justice cases.

## Boys and Girls are Disadvantaged by Gender-Related Factors in Juvenile Justice

More than any other area of law, juvenile law was the source of more divergent views among respondents. Juvenile law also was the area of specialization in which judges and attorneys had the least experience, as well as the least interest. Respondents reported judicial paternalism and greater court intervention in the lives of young girls referred for status offenses, abuse and neglect cases. This seeming preferential treatment may actually result in more detention and out of home placements for girls than for boys. Differential treatment in the form of greater juvenile court intervention for boys than girls in delinquency cases, especially when violence is involved, also was reported. These findings suggest that both boys and girls are disadvantaged because of their gender in juvenile court proceedings, girls in status and dependency cases and boys in delinquency proceedings.

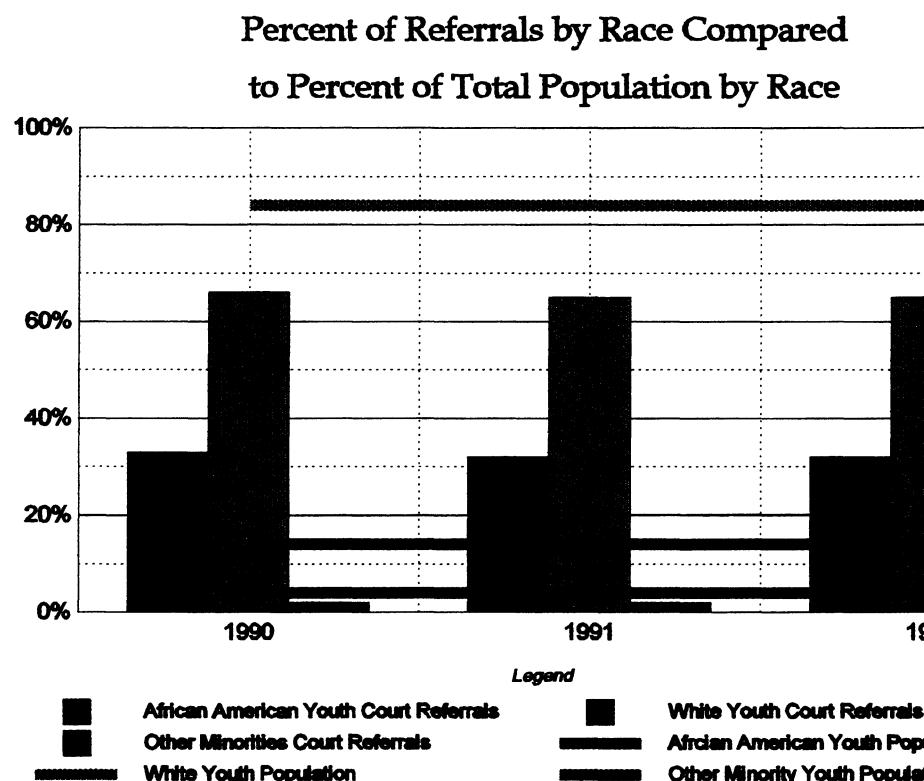
Remedies for differential treatment in juvenile law require system-wide reform. It is likely that a properly implemented family court structure could succeed in eliminating many of these problems for girls involving status offenses, dependency, abuse and neglect as family court structures tend to utilize preventive measures, endorse social services and emphasize family preservation. However, in states with family court systems delinquency cases more often are processed as criminal cases. Within the process of transfer of more delinquency cases to the criminal courts, the perceived harsher treatment of males and minorities in criminal justice may be exacerbated. This concern may require more immediate attention as many experts in juvenile justice believe that more frequent use of certification to criminal court has already become the practice in juvenile court. The potential consequences should be thoroughly considered in structuring systemic changes affecting juveniles in Missouri.

## Section 7

# THREE-YEAR PROGRAM PLAN

## MINORITY YOUTH ISSUES

### Problem Statement



*African-American Youth are the only group that has referrals to the juvenile court at a rate that is higher than their percent of the total juvenile age population.*

Minority youth are overrepresented and appear to be disadvantaged in Missouri's juvenile justice system. During a previous analysis of data taken from referral reports from Missouri's forty-four juvenile courts between the period of 1986 to 1990 African American youths were overrepresented in comparison to their percent of the total juvenile population. A review of the most current data available (1990 - 1992) indicates that this trend continues to hold true. Census data from 1990 reveals that African Americans make up 13.6% of the total juvenile age population. Figure 3 of the Juvenile Crime Analysis illustrates that African American youth represent 44% of all referrals to the juvenile court which is three times their representation in the general population. Figures 5, 6 & 8 confirm that overrepresentation exists in all categories of referrals, but the greatest overrepresentation occurs for violent offenses.

The University of Missouri-St. Louis completed a research project comparing the juvenile justice experiences and outcomes of white and African American youths for the Department of Public Safety and

the Missouri Juvenile Justice Advisory Group.<sup>1</sup> Their detailed analysis of individual juvenile referrals in the jurisdictions which are home to the majority of the African American youth population found that minority youths were disadvantaged at both the detention stage and out-of-home dispositions. In response to an initiative from OJJDP to examine minority overrepresentation in detention and placement facilities, research in many other states is finding similar results.

Two themes identified in Missouri and most other states help explain overrepresentation of minorities in confinement. First, minorities do receive some differential treatment, particularly in early stages of the system. The connection between "front end" police, intake and detention decisions and "back end" disposition, placement and certification means that minority youths more often experience a cumulative disadvantage in their treatment by the system. For example, courts with secure facilities use pre-hearing detention far more often and for more varied types of cases than do courts with less access to detention. (See figure 12 of the Juvenile Crime Analysis) Greatest access to detention also exists in jurisdictions with larger minority populations; consequently, African Americans are detained more often than similarly situated white youths. Those youths detained are likely adjudicated, hence, the cumulative disadvantage. The effectiveness of treatment also merits concern because resources for treatment are constrained everywhere, but particularly in congested urban circuits and poor rural areas where minority youths often reside.

The second theme identified as associated with minority overrepresentation is that other factors related to case outcome are accorded weight depending on race. Not only has it been argued that minorities accumulate a juvenile record differently than white youths, but the assertion also has been made that African American youths are more often charged with a felony when the violation might be considered a misdemeanor. The combined roles of economic status, family composition and race are important too. It has been argued, for example, that child abuse and neglect referrals disproportionately affect poor minorities and that inappropriate placement decisions are often the result of officers reacting to poverty.

Clearly, the problem is very complicated and not unique to Missouri. However, if minority youths are more often the recipients of harsher outcomes, efforts need to be made to overcome this situation.

Minority youth are more often affected by poverty, unemployment, teenage pregnancy, inadequate prenatal care, victimization and other factors associated with "risk" to the welfare of children.

### Program Goals:

To affect the issues that have been identified as possible contributors to the overrepresentation of African American youth within the juvenile justice system and reduce the rate at which African American youth are referred to the court.

### Program Objectives and Performance Indicators:

**Objective 1 - To reduce the rate at which African American youth and other minority youth are referred to the juvenile court in comparison to their percent of the total juvenile population.**

Performance Indicators:

- a) The total population under 17 years of age for the next period examined.

---

<sup>1</sup> *An Analysis of Apparent Disparities in the Handling of Black Youth Within Missouri's Juvenile Justice System, University of Missouri-St. Louis, 1990*

- b) The percent of the juvenile population that is African American and other non-white minorities during that same period.
- c) The rate of representation of African American youth in the juvenile justice system during this period compared to the rate found during 1986 - 1989.

**Objective 2 - To reduce the rate at which African American youths are detained prior to a hearing and given an out-of-home placement after adjudication.**

Performance Indicators:

- a) The total referral population for the next period examined.
- b) The percent of African American youth detained and given out-of-home placement.
- c) A comparison of rates of detention and out-of-home dispositions among race and gender.

**Objective 3 - To improve the cultural sensitization and competency of people working in the juvenile justice system.**

Performance Indicators:

- a) The number of programs developed to provide a greater awareness and understanding of the issues affecting a multi-cultural/multi-ethnic society.
- b) The institutionalization of multi-cultural training at both the state and local level.

**Objective 4 - To pursue further research and follow-up on previous research regarding the overrepresentation of minority youth in Missouri's Juvenile Justice System, including the evaluation of the effectiveness of projects implemented with JJDPA funds to address this issue.**

Performance Indicators:

- a) The number of research projects completed.
- b) Application of research results.

#### **Summary of Activities Planned and Services Provided:**

**Objective 1 - Reduction in the referral rate for African American and minority youth.**

Despite our best efforts at research, we still only know about the youths who are referred to the juvenile court. An issue of concern is whether or not African American youths are referred initially at higher rates than are whites. For example, is the discretion that the law enforcement officer uses in making an initial referral affected by the race of the juvenile? If so, law enforcement practices and policies need to be redefined to specify appropriate outcomes for the spectrum of juvenile cases. Law enforcement training in this area should also improve.

If indeed African American youth are offending at higher rates than white youth, there needs to be increased focus on the causes of the offending behavior. This is not a justice system issue alone and there are a number of efforts that can be developed and implemented by those youth service agencies that are a part of Missouri's juvenile justice network.

## **Program Activities**

The following is a list of eligible program activities. Additional programs not identified will be considered if they meet the stated program objectives.

1. Multi-Cultural sensitization training for police personnel.
2. Prevention and education programs tailored to the needs of minority youth with a focus on high risk groups.
3. Provide information on how and why youths are referred, distinguish between variation in calls for service, differential patrolling policies and jurisdictional resources.

### **Objective 2 - Reduction in the detention and out-of-home placement rates for African American youth.**

While there are statutory and Supreme Court rules governing the use of detention, these rules are often interpreted in the broadest sense and become subject to the discretion of the local juvenile court. Discretion is important in trying to meet the "best interest" of individual youth, but greater attention should be given to parameters in which discretion is allowed to exist. The consequences of initial detention, including reinforcement by the judge, family separation, more likely adjudication and out-of-home placement, underscores that criteria affecting detention be impartial and racially neutral. One of the strongest recommendations resulting from **An Analysis of Apparent Disparities in the Handling of African American Youth within Missouri's Juvenile Justice System** calls for the development of formalized screening and detention guidelines or standards.

Perception may also play a role when an individual makes the decision to detain. One of the findings of U.M.-St. Louis study was that parents of African American youth were often less willing than parents of white children to cooperate or provide supervision for their child. This perception or problem can have a significant impact on the courts decision to detain prior to a hearing and to place the child outside of his/her home following adjudication. As a result of this finding, the U.M.-St. Louis study recommended and the Dept. of Public Safety and the State Juvenile Justice Advisory Group have found that the juvenile court should initiate alternatives to secure detention and concentrate greater efforts on working with families.

Missouri has developed some alternatives to the use of secure detention via intensive supervision, electronic monitoring and in-home detention, but these have largely resulted from a lack of a court operated detention program or overcrowding rather than a preference for the less restrictive and intrusive intervention. Figure 12 of the Juvenile Crime Analysis illustrates that you are twice as likely to receive a pre-hearing placement if you live in a circuit that operates its own detention facility.

A related issue for detention and out-of-home placement is the type of placement that white youth receive in comparison to African American youth. Increasingly, there is concern that African American and minority youth are much more likely to be placed in public detention and court residential programs than are white youth; and white youth are much more likely to be placed in private residential programs such as adolescent care centers operated by private providers. Our examination of court dispositions are

highlighted in Part III of the Juvenile Crime Analysis. These data show that African American males have higher rates of placement in both Division of Youth Service and court residential placements.

Because the willingness and ability of the family to provide supervision is critical in the decision process to detain and remove a child from his/her home, the juvenile court should have a thorough risk/needs assessment process. Any risk or needs assessment tool should be carefully constructed so as not to contribute to the problem of overrepresentation by the nature of weight given to biased questions. Alternatives to traditional detention may be developed by taking a less traditional view of what a family is, working with a parent or guardian on parenting skills and involving the family in the development of supervision and treatment programs.

## **Program Activities**

1. The development of model intake and detention screening guidelines.
2. Alternatives to the use of secure detention and out-of-home placement including, but not limited to:
  - a) Home Detention
  - b) Intensive Supervision
  - c) Monitoring
  - d) Emergency Shelter Care
  - e) Day Treatment
  - f) After School and Evening Programs
3. Family Support Services including, but not limited to:
  - a) Crisis Intervention
  - b) Parenting Programs
  - c) Mentors

## **Objective 3 - Cultural Sensitization/Competency**

In pursuit of achieving the "best interest of the child" philosophy of the juvenile court individuals within the system exercise a great deal of discretion in making decisions. It can be concluded that the individuals who are making discretionary decisions are bound to be effected by their own personal biases and experiences. Because everyone has biases, good, bad or indifferent, it is important that they understand how they can influence decisions of justice.

The United States is home to many different peoples of color and culture. Perceptions of race or culture can lead to decisions based not on the individual, but of the beliefs one holds about a group of people. As has been noted in the problem statement for this section, African American youth are overrepresented in referrals to the juvenile court and are disadvantaged at detention and post-adjudication out-of-home placements. Discretion in decision making is a part of each of these stages.

The U.M.-St. Louis research project recommended that more minorities be hired or elevated to positions of authority in the juvenile justice system and that all juvenile court personnel be provided training in cultural sensitivity and awareness. We believe that it is extremely important that decision makers be "culturally competent". It should also be understood that formal screening, detention and disposition

guidelines, which limit discretion, may also be biased by their criteria. Cultural competence would aid in the production of racially neutral guidelines.

### Program Activities

1. The development of cultural competency training for juvenile court judges, commissioners, juvenile officers, detention personnel, other juvenile court employees and juveniles under the jurisdiction of the juvenile court.
2. The delivery of cultural competency training for juvenile court judges, commissioners, juvenile officers, detention personnel, other juvenile court employees and juveniles under the jurisdiction of the juvenile court.

**Objective 4 - To pursue further research and follow-up on previous research regarding the overrepresentation of minority youth in Missouri's Juvenile Justice System, including the evaluation of the effectiveness of projects implemented with JJDPA funds to address this issue.**

### Program Activities

1. Systems research on the apparent overrepresentation of minority youth at multiple stages of contact and decision points in the juvenile and criminal justice systems.
2. Contractual evaluations of existing programs.
3. Research and design of new programs and/or systems.

### Budget and Program Duration:

All projects will be for a full twelve month period unless otherwise stated and agreed to. Only single year awards will be made, but projects will be eligible for continuation grants for up to two additional years (3 year total project). No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis and it is anticipated that up to ten awards will be made. The following are anticipated expenditures for the funding years of 1995, 1996 and 1997:

#### JJDPA Funds

FY 95	\$ 230,000
FY 96	\$ 230,000
FY 97	\$ 230,000
<b>TOTAL</b>	<b>\$690,000</b>

#### State/Local/Private Funds

unknown
---------

# DELINQUENCY PREVENTION PROGRAMS

## Problem Statement:

Children's needs and problems are not often identified and services provided at an early stage when there is greater likelihood of preventing or ameliorating future behaviors and problems. Using the data that were reported in the Juvenile Crime Analysis, we see that tens of thousands of youth were reported to the juvenile court for violent crimes, non-violent law violations and status offenses. The juvenile court will respond with a "plan" to, in part, rehabilitate the offender. Preventing a child's self-destructive behaviors would be a more productive expenditure of social energies, and eventually resources.

## Program Goal:

To target high-risk youth and their families and intervene in a positive way to reduce the factors that place these youth at higher risk to develop self-destructive and criminal behaviors.

## Program Objectives and Performance Indicators:

**Objective 1 - The development and integration of early identification programs for "high risk" youth into various child service systems.**

### Performance Indicators:

- a) The number of assessment programs initiated during the period of funding.
- b) An evaluation of risk assessment tools developed with these funds.

**Objective 2 - To provide early intervention and prevention services to youth identified as "high risk" of becoming involved in the criminal/juvenile justice system.**

### Performance Indicators:

- a) The criteria used to determine a child as "high risk" of delinquent behavior.
- b) The number or percentage reduction of a targeted population from involvement with the justice system during a specified period of time.

## Summary of Activities Planned and Services Provided:

**Objective 1 - The development and integration of early identification programs for "high risk" youth into various child service systems.**

Children are introduced into many social settings, even as infants, through daycare, church activities, sports and recreation programs, preschool and public and private education. These settings provide an opportunity for the early identification of problems. It is all too common to hear teachers, for example, indicate that they can "predict" which children will have difficulties in future years.

All logic, as well as numerous research, tells us that it is easier to learn positive behaviors and responses than it is to unlearn negative and destructive behaviors. Children naturally provide the perfect opportunity to develop positive behaviors.

Recognizing the need for and importance of prevention efforts, Congress and the Office of Juvenile Justice and Delinquency Prevention created *Incentive Grants for Local Delinquency Prevention Programs* under *Title V of the Juvenile Justice and Delinquency Prevention Act*. The strategy behind this effort was outlined in a February 1994 Fact Sheet from OJJDP which identified the following four precepts:

*First, prevention programs must be based on sound theory supported by positive or promising research results. Second, prevention programs must incorporate a system of data collection and analysis to evaluate program outcome and performance. Third, prevention efforts cannot be effectively directed by public agencies alone - a dedicated community coalition of citizens, private businesses, and public agencies must direct a collaborative effort which draws on public, private and volunteer resources. Fourth, the prevention program must operate pursuant to a comprehensive plan which periodically assess and prioritize the risk factors in the community which are associated with the development of delinquent behavior, and implements programs and strategies tailored to address the prioritized risk factors and enhance factors which protect children from the effects of risk factors.*

Activities funded under this program area must utilize the strategies established under *Title V - Incentive Grants for Local Delinquency Prevention Programs* which is based on the *Communities That Care Model* which is a research-based prevention program utilizing a comprehensive, community-wide approach to reduce risk factors and enhance protective factors. *Communities That Care* was developed by Developmental Research and Programs, Inc., Seattle, Washington, founded by Dr. J. David Hawkins and Dr. Richard F. Catalano of the University of Washington.

## **Program Activities**

1. Research and Development of risk focused prevention strategies.
2. Education and Technical Assistance to local communities in the establishment of community-based risk focused prevention efforts.

**Objective 2 - To provide early intervention and prevention services to youth identified as "high risk" of becoming involved in the criminal/juvenile justice system.**

Even if we have the most sophisticated and scientifically infallible methods of assessing which youth are most likely to become involved in delinquent and criminal behaviors, this information is useless unless there are programs in place to address the problems identified.

There are numerous social and environmental conditions which contribute to behaviors of individuals referred to the criminal/juvenile justice system. Selecting one or two and theorizing that their elimination would stop criminal activity is naive. Each program request will be carefully reviewed for their identification, justification and explanation of "high risk" factors. Programs will necessarily target a specific group or population, but will be required to integrate an individualized approach for the youth they will serve.

## **Program Activities**

1. Educational activities to be included, but not be limited to:
  - a) Drugs and Alcohol
  - b) Health
  - c) Teen Pregnancy
  - d) Conflict Resolution
  - e) Peer Pressure
  - f) Job Readiness
  - g) Parenting Skills
  - h) Basic Life Skills
  - i) Alternative Education
2. Mentoring and Positive Role Modeling
3. Social and Recreational Programs

## **Budget and Program Duration:**

All projects will be for a full twelve month period unless otherwise stated and agreed to. Only single year awards will be made, but projects will be eligible for continuation grants for up to two additional years (3 year total project). No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis and it is anticipated that up to ten awards will be made. The following are anticipated expenditures for the funding years of 1995, 1996 and 1997:

<u>JJDPA Funds</u>	<u>State/Local/Private Funds</u>
FY 95 \$200,000	unknown
FY 96 \$200,000	
FY 97 \$200,000	
<b>TOTAL \$600,000</b>	

# SERIOUS AND VIOLENT JUVENILE OFFENDERS

## Problem Statement:

The combined effects of increased reports of juvenile involved serious and violent crimes, media exposure and public perceptions and reactions have focused interest and debate on this issue. The Missouri Department of Public Safety and the Missouri Juvenile Justice Advisory Group launched a special project in 1992 to: 1) examine the reports of juvenile involved violent crime during the prior ten years; 2) solicit community (public & private) perceptions of the pervasiveness of the problem; and 3) recommend solutions and initiatives for addressing this issue. The results of that effort were published in the summer of 1993 in a document entitled *Missouri Select Symposium on the Serious and Violent Juvenile Offender, Research, Results and Recommendations*. (See Section 4 of this publication)

Our research has concluded that violent crime committed by juveniles rose annually during the period of 1983 to 1992. During that time referrals to the juvenile court increased for all categories of delinquency, status offenses and reports of child abuse/neglect. The actual number of referrals for violent offenses increased by more than 200% during this period. (See Figure 1a Juvenile Crime Analysis) Assault is the most often reported violent crime for juveniles and continued to increase during this time as did referrals for property damage and weapons violations. Drug offense referrals fluctuated up and down, but peaked in number in 1985.

Males have always been responsible for the majority of juvenile involved violent crimes, but females had the largest percentage of increase in violent offense referrals during this period. African American youth recorded increases in referrals for homicide, assault, robbery and weapons violations and had more actual referrals for weapons violations, robbery and homicides than did white youth. Almost two-thirds of violent juvenile crime was reported in St. Louis City, St. Louis County and Jackson County. These three urban centers also reported over 75% of the juvenile related homicides.

For the criminal and juvenile justice systems the impact of this increase in violent offense referrals was noted in significant increases in waivers of juveniles to adult courts, commitment to the Missouri Division of Youth Services and other out-of-home dispositions. During the period of 1983 to 1992, juvenile cases transferred to adult court increased by 148% and commitments to DYS increased by 137%. The combined effects of increased need, inflation and stagnant budgets for services have significantly hampered the system's ability to provide effective intervention and treatment. *As an example, the Missouri Division of Youth Services has seen the number of residential beds it has available decrease from 650 in 1983 to 450 in 1992.* Our opinion survey conducted in 1992 indicated that only one-fifth of the responding juvenile courts reported implementing specialized programs for this population of offenders during the preceding five years.

Children and youth also suffer the effects of increased violence. Increases in child abuse and neglect continue to be reported. <sup>2</sup>A 1993 report by the American Psychological Association states that "Teenagers are 2 1/2 times more likely to be victims of violent crimes than those over the age of 20". The greatest impact of violence is felt by young African American males. The information provided by "Kids Count" (See Section 2) states: "Nationally, homicide is the leading cause of death for African-American adolescents and young adults, comprising 40% of deaths to these groups in 1988, compared to 8% for Caucasians of the same age".

<sup>2</sup>

*Violence & Youth: Psychology's Response, American Psychological Association, Public Interest Directorate, Washington, D.C., 1993*

Research and common sense tells us that "violence begets violence" and these numbers are clear indications that we can expect to see a continued increase in violence both committed by and upon youth in Missouri.

### **Program Goals:**

To reduce the incidence of youth involved violence and serious offending by supporting a spectrum of services and interventions that include primary prevention, early identification and intervention and treatment for the serious/violent juvenile offender.

### **Program Objectives and Performance Indicators:**

**Objective 1 - To support the development of primary prevention programs that target youth and families with documented risk factors that have proven to lead to antisocial and violent behavior.**

#### **Performance Indicators:**

- a) The number of new programs started or expanded to provide primary violence prevention services to high risk youth and families.
- b) The implementation of theory-based intervention strategies that have proven effective in reducing youth violence.

**Objective 2 - To increase the number of programs that seek the early identification of anti-social behaviors and provide for intervention at multiple levels with youth and his/her family to reduce future violent behaviors of those youth.**

#### **Performance Indicators:**

- a) The number of new programs started or expanded to identify and intervene with youth at higher risk of violent and serious offending behavior.
- b) The types of services offered to youth and families.
- c) The number of youth served and the tracking of those youth to evaluate the effectiveness of intervention.

**Objective 3 - To support the development of additional treatment services proven effective for youth who have been referred to the juvenile court as a violent, serious or chronic criminal offender.**

#### **Performance Indicators:**

- a) The number of new programs started or expanded to treat youth who have been referred to the juvenile court as a violent, serious or chronic criminal offenders.
- b) The number of youth served and an evaluation of the effectiveness of treatment for those youth.

Objective 4 - To pursue further research in the causes and treatment of the serious, violent and chronic juvenile offender including the evaluation of effectiveness of existing intervention/treatment approaches.

Performance Indicators:

- a) The number of research projects completed.
- b) Application of research results.

**Summary of Activities Planned and Services Provided:**

Objective 1 - The development of primary prevention programs that target youth and families with documented risk factors that have proven to lead to antisocial and violent behavior.

<sup>3</sup> "We believe that we cannot meet the challenge of this problem [serious and violent juvenile crime] by investing solely in the criminal justice system, but must be more proactive in preventive strategies." This statement taken from the Missouri Select Symposium on the Serious and Violent Juvenile Offender is reflective of the conclusions of countless other reports, studies and evaluations of the issue of violent behavior. Violence has been recognized by the Centers For Disease Control and other health related organizations and professionals as a public health problem. Like any other disease or epidemic that threatens the health and welfare of our country and especially our youth, the best solution for effectively combating the problem is through prevention. In a February 1994 National Institute of Justice Research in Brief entitled Understanding and Preventing Violence this report concluded that harsher sentencing policies had reduced violent crime levels, but added: *There is no reliable means of estimating the size of the deterrence effect and the total number of violent crimes the harsher sentencing policy averted. Whatever the number, however, these potential crimes must have been "replaced" by others, because the actual number of serious violent crimes was about the same in 1989 as in 1975 - 2.9 million. This suggests that by itself the criminal justice response to violence could accomplish no more than running in place. An effective control strategy must also include preventing violent events before they happen.*

<sup>4</sup> The American Psychological Association Commission on Violence and Youth has concluded that antiviolence interventions can be effective in "reducing risk factors or at strengthening families and children to help them resist the effects of detrimental life circumstances". The report goes on to state that "Effective intervention programs share two primary characteristics: (a) they draw on the understanding of developmental and sociocultural risk factors leading to antisocial behavior; and (b) they use theory-based intervention strategies with known efficacy in changing behavior, tested program designs, and validated, objective measurement techniques to assess outcomes". Our objective is to support the development of community-based primary prevention programs to reduce the risk youth face of becoming both victims and perpetrators of serious and violent crimes.

---

<sup>3</sup> Missouri Select Symposium on the Serious and Violent Offender: Research, Results and Recommendations, 1993, Missouri Department of Public Safety and the Missouri Juvenile Justice Advisory Group.

<sup>4</sup> Violence and Youth: Psychology's Response, Volume I: Summary Report of the American Psychological Association Commission of Violence and Youth, 1993, Public Interest Directorate, Washington, D.C.

## Program Activities

The following is a list of eligible program activities. Additional programs not identified will be considered eligible if they meet the program objective stated above:

1. Parent education and training programs to teach parents their role in preventing violent behaviors including role modeling and supervision, and effective (nonviolent) and consistent discipline techniques.
2. Family support services to assist parents in their own homes including early childhood education, crisis intervention and activities for promoting safe and healthy environments.
3. School and community-based antiviolence programs that may include teaching youth skills to avoid violence and to handle conflicts and anger in non-aggressive and nonviolent ways.
4. Opportunities for youth to bond with positive activities and role models that emphasize respect for self and others and critical skills development (social, educational, physical, vocational, etc.).

**Objective 2 - Early identification of anti-social behaviors and intervention at multiple levels with youth and his/her family to reduce future violent behaviors of those youth.**

Antisocial behaviors that place a child at higher risk for developing aggressive and criminal behaviors generally manifest themselves in early childhood and adolescence. The recognition of early "warning signs" and the access to intervention services has the potential to significantly reduce the potential for future aggressive and violent behavior. <sup>5</sup>The American Psychological Association Commission on Violence and Youth reported that "*Secondary prevention programs that focus on improving individual affective, cognitive, and behavioral skill or on modifying the learning conditions for aggression offer promise of interrupting the path toward violence for high-risk or predelinquent youth*". Because the factors affecting violence are varied and the opportunity to intervene is different from one individual to the next, intervention strategies must be part of a "total plan" that has components to provide opportunities in all social contexts of a child's life. A child's social context includes family, school, peers, community and entertainment media.

As with the issue of primary prevention, families and schools hold great potential for effective intervention opportunities and services. For youth, these are the two social settings that exercise primary supervision over them. Involvement of and/or treatment of the whole family offers the greatest potential for success.

Special "target" groups of individuals and behaviors hold special opportunities for intervention. Youth gangs and adolescent sexual offenders are primary examples of special "target" groups. While every youth who joins a gang will not become a violent criminal offender, these social groups create an atmosphere and opportunity to develop criminal and antisocial behaviors. Sexual offending often manifests itself in early adolescence. Sexual offenders do not "out grow" these behaviors and must be taught techniques to avoid and control their behavior. Early intervention with these offenders has the greatest potential for controlling sexually aggressive behavior.

A secondary objective of early intervention is to divert predelinquent youth from the juvenile justice system.

## **Program Activities**

The following is a list of eligible program activities. Additional programs not identified will be considered eligible if they meet the program objective stated above:

1. Antiviolence curricula that teaches cognitive and prosocial behavioral skills.
2. Conflict mediation programs in the school and other community settings.
3. Family-centered intervention that may include crisis intervention, conflict mediation and other needs and specific support services such as drug and alcohol intervention.
4. Community-based coordinated intervention activities involving juvenile courts, law enforcement, schools, health services, social services and private business.

**Objective 3 - Development of treatment services proven effective for youth who have been referred to the juvenile court as a violent, serious or chronic criminal offender.**

As has been previously demonstrated, the number of juvenile involved violent referrals to the juvenile court has increased by more than 200% during the period 1983 to 1992. While information is not available to provide specific fiscal data, information does indicate that the juvenile justice system has not experienced a commensurate rise in their service budgets. This point is illustrated by the Missouri Division of Youth Services who actually lost 200 residential beds during this period. <sup>6</sup>In our survey of the juvenile courts in 1991, we discovered that very few courts reported the development of specialized treatment resources for the serious and violent offender.

As a result of increased referrals for violent offenses and lack of adequate local services, juvenile courts committed more and more youth to the Division of Youth Services and waived more juveniles to adult court for prosecution. With the increased commitments to DYS came shorter average length of stays for all youth in their care. Increased waivers to adult court did not necessarily result in increased supervision or incarceration. Our current judicial data system does not allow us to examine the relationship between juvenile court waivers and adult criminal court action, but information from the juvenile courts and prosecutors speculates that approximately half of all juveniles waived in the three metropolitan areas do not have charges filled in the adult court. Juvenile court personnel often cite the lack of local alternatives or the availability of services from DYS as a reason for waiving jurisdiction to the adult court.

The Missouri Juvenile Justice Advisory Group holds the belief that the juvenile justice system offers the best opportunity to treat and rehabilitate the great majority of serious and violent juveniles. Program history and evaluation have demonstrated that treatment can be effective with the aggressive youthful offender. <sup>7</sup>The American Psychological Association Commission on Violence and Youth identified problem-solving skills development, child management training for parents, family therapy and school and community intervention services as "promising techniques" for intervening with aggressive youth. Their

---

<sup>6</sup> Missouri Select Symposium on the Serious and Violent Juvenile Offender, JJAG and DPS

<sup>7</sup> Violence & Youth: Psychology's Response, Volume I, APA

findings further state:

*For youth who have already shown seriously aggressive and violent behavior, sustained, multimodal treatment appears to be the most effective. Such psychological treatment consists of carefully designed and coordinated components involving school, parents, teachers, peers and community, often coordinated around family intervention. By the time youth with antisocial behavior are referred clinically, their dysfunction often is pervasive and severe, and multiple counter influences need to be brought to bear to achieve significant impact. Research has demonstrated that adolescents with aggressive, antisocial, or delinquent behavior can improve with such treatment. Although long-term outcome data are not available, existing data show the improvements are maintained at least up to 1 year.*

*Interventions with gang members, a small but significant number of whom are among the most seriously violent and aggressive youth, also must be multimodal, sustained, and coordinated. Such interventions should combine and coordinate current and past approaches to intervening with gang youth, including social control methods (i.e., surveillance, incarceration, probation), "gang work" methods (i.e., building relationships between gang members and social workers who help gang members abandon delinquency and adopt conventional ways of behavior), and "opportunities provision" methods (i.e., jobs programs, educational development). Because ethnic minorities make up a large proportion of gangs and gang membership, the importance of cultural sensitivity in these gang interventions cannot be overemphasized.*

Juvenile perpetrators of sexual offenses must be adequately assessed and referred for offender specific treatment services.

## Program Activities

The following is a list of eligible program activities. Additional programs not identified will be considered eligible if they meet the program objective stated above:

1. Problem-solving skills development.
2. Child management training for caregivers.
3. Individual and Family therapy.
4. Specialized services for the intensive supervision of youth in the community including those on probation supervision and those on aftercare services following discharge from a residential program.
5. Educational and vocational skills development.
6. Intensive and offender specific intervention for sexual offenders, youth gangs and drug/alcohol involved offenders.
7. Intensive residential treatment services.

8. Comprehensive planning for the development of effective local serious/violent offender interventions.

**Objective 4 - To pursue further research in the causes and treatment of the serious, violent and chronic juvenile offender including the evaluation of effectiveness of existing intervention/treatment approaches.**

Serious, violent and chronic juvenile offenders have sparked a national debate on the effectiveness of the philosophy and "rehabilitative" approach of the juvenile justice system. A common theme has been seen in most state legislatures and the U.S. Congress that purports that juveniles involved in certain criminal activities should not and cannot be treated by the juvenile court and must be handled by the adult criminal justice system. At the other end of the spectrum, juvenile justice advocates insist that the juvenile justice system offers the most promise for effective intervention and point to successful intervention and treatment programs as examples.

As has been previously suggested in this document, it is our belief that programs operated within the juvenile justice system should be the treatment of choice for the serious, violent and chronic offender. Transfer of a juvenile to adult court proceedings should be done by judicial determination after careful examination of individual circumstances. Critical, however, to success of a treatment/rehabilitation program is its appropriateness for the individual being served. Research in this field has indicated that prevention and intervention can be effective when based on sound theory-based intervention strategies. It is our desire to support the implementation of promising programs and to critically examine their effectiveness.

## **Program Activities**

The following is a list of eligible program activities. Additional programs not identified will be considered eligible if they meet the program objective stated above:

1. Contractual evaluations of existing programs.
2. Research and design of new programs and/or systems.

## **Budget and Program Duration:**

All projects will be for a full twelve month period unless otherwise stated and agreed to. Only single year awards will be made, but projects will be eligible for continuation grants for up to two additional years (3 year total project). No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis. The following are anticipated expenditures for the funding years of 1995, 1996 and 1997:

<u>JJDPA Funds</u>	<u>State/Local/Private Funds</u>
FY 95 \$225,000	unknown
FY 96 \$225,000	
FY 97 \$225,000	
<b>TOTAL \$675,000</b>	

# GENDER SPECIFIC PROGRAMMING FOR JUVENILE FEMALE OFFENDERS

## Problem Statement:

Delinquency is often viewed by the public and many professionals as predominantly a male phenomenon with the largest percentage of juvenile justice resources being directed toward the male juvenile offender. Until recently most of the research directed at juvenile crime and misbehavior has been directed toward the study of male delinquency. The causes and levels of both serious crime and minor misconduct by males is clearly articulated as are numerous approaches to treatment and intervention.

There is little argument that the majority of violent crime committed by juveniles is committed by males. Studies have consistently shown that juvenile males are responsible for violent crime at a rate several times that of female juveniles. It is also a fact that only a small percentage of the juveniles referred to the juvenile court are for serious or violent crimes. The vast majority of youth entering the juvenile justice system are brought before it for minor behavior. It is in minor types of behavior that we find the difference between the rates of offending for males and females becomes much narrower.

Self reported studies comparing males and females consistently find little or no significant difference between males and females in their overall involvement in minor offenses. Males, however, are found to be referred at higher rates for minor delinquency while females are referred at higher rates for status offenses.

Female under representation in minor delinquency offenses and over representation in status offenses raises questions about the way that the juvenile justice system processes female offenders. This is especially important in light of what we know about the similarities in male and female misbehavior in minor cases. Research suggests strongly that this difference becomes even more noticeable when we look specifically at behaviors such as running away and sexual activity. Since there exists significant disparity between the self reported rates of minor delinquency for females from the actual number of referrals for delinquent acts, there would seem to be an increased possibility of selectivity occurring at decision points in the referral process. This selectivity could be based on factors other than the presenting offense such as race, class and/or sex.

In Missouri, females account for only 27% of all offense related referrals to the juvenile court and account for only one in five (21%) of the referrals for delinquency. Females are represented at the same percentage for violent and nonviolent offenses (See Table 1 of the Juvenile Crime Analysis). For status offense referrals females are represented in numbers similar to males, 54% for males and 46% females. Females were referred to the juvenile court for running away from home in greater numbers than males (58% female to 42% males). Of the total number of commitments to the Division of Youth Services in 1992, 34% of females were committed for a status offense as compared to 14% for boys.

Although females represent a significant number of referrals to the juvenile court each year there exist very few or no programs that are directed specifically toward this population. Juvenile female offenders have been described as a "specialty item in a mass market" (Grimes, 1983). As stated earlier, most research has focused exclusively on males in the juvenile justice system, leaving a great void in the literature from which to direct the development of programs and services to this population. Without some

consideration of differential program needs of females from males it is quite probable that females are not receiving treatment and intervention services adequate to meet their needs. This problem is exaggerated if the system directs all of its limited attention and resources toward the majority population of male juvenile offenders. It is important that the juvenile justice system assess and evaluate their ability to meet the social, psychological and educational needs of the female offender brought before the court.

**Program Goal:**

To promote the development of gender specific services for female juvenile offenders in Missouri.

**Program Objectives and Performance Indicators:**

**Objective 1 - The development of non gender biased assessment and early intervention services for female juvenile offenders referred to the juvenile court or other youth service agencies.**

**Performance Indicators:**

- a) The number of assessment and intervention services created during the funding period.
- b) The development of non gender biased assessment tools for female offenders.

**Objective 2 - The development of treatment services specifically for female juvenile offenders which are directed toward female risk factors such as sexual abuse, poor school performance, substance abuse, pregnancy, and self esteem.**

**Performance Indicators:**

- a) The number of new treatment programs developed to work specifically with the female juvenile offender.
- b) The number of juvenile female offenders receiving gender specific services.
- c) The dedication of personnel to work specifically with female juvenile offenders.

**Objective 3 - To increase the awareness, interest and knowledge level of professionals coming in contact with or serving female juvenile offenders in the juvenile justice system.**

**Performance Indicators:**

- a) The number of training and educational programs presented on the topic of the female juvenile offender.
- b) The number of individuals receiving training and/or educational services on the topic of female juvenile offenders.
- c) The evaluation results of presented training and/or educational services on the topic of female juvenile offenders.

**Objective 4 - To pursue research in the assessment and treatment needs of female juvenile offenders and the evaluation of the effectiveness of existing intervention and treatment approaches.**

- a) The number of research projects completed.
- b) Application of research results.

**Summary of Activities Planned and Services Provided:**

**Objective 1 - The development of non gender biased assessment and early intervention services for female juvenile offenders referred to the juvenile court or other youth service agencies.**

Data and research clearly show that female juvenile offenders are referred to the juvenile court and to other agencies in numbers and for offenses that in general are different than for male juvenile offenders. Historically, this difference in referral rates was seen as a result of differential offending rates between male and female offenders. Studies of female offenders have shown that offender behavior for violent types of offenses does vary in degree from male to female with males accounting for significantly more offenses. For minor types of offense behavior research strongly suggests that males and females are more closely related in their frequency of events and that females commit much of the same types of crimes as males. When looking at status offense referrals we find that females and males are very closely related in the number of offenses reported to authorities.

If research and self reported data is correctly outlining the scope of female involvement in juvenile delinquency and status offense behaviors there is reason to suspect that some gender bias may occur in processing female offenders through the system. "... it is reasonable to assume that some bias (either unofficial or official) is present within the juvenile justice system and functions to filter out those young women guilty of criminal offenses while retaining those young women suspected of sexual misconduct" (Chesney-Lind, 1982) In light of this probability it is important that courts and agencies attempt to develop assessment and intervention processes that do not serve to disadvantage nor disqualify female offenders because of gender.

**Program Activities**

The following is a list of eligible program activities. Additional programs not identified will be considered if they meet the stated program objectives.

1. The development of model intake and assessment screening guidelines that do not disadvantage nor disqualify females juvenile offenders.
2. Diversion programs for female status offenders and minor offenses.

**Objective 2 - Development of treatment resources specifically for female juvenile offenders.**

When considering the development of treatment resources for youth entering the juvenile justice system rarely is there adequate consideration given to the needs of females offenders. Females often find themselves in programs and institutions designed to serve the male offender. Few programs and services are designed to meet the needs of females in developing socialization and life skills let alone the educational and vocational challenges they face.

Programs designed for female juvenile offenders should focus not only on high risk behaviors but on girls strengths and abilities. Females should be involved in the planning process and the implementation of these specialized services. Successful programs will build supportive networks for girls and between girls and women and will address multiple aspects of their lives not just single problem areas.

Institutions and detention programs for offenders are most commonly designed to serve a predominantly male population and often lack the resources or direction to meet the treatment needs of female offenders. Educational services provided in residential programs seldom consider the female offender separate from that of the male and therefore can not assure educational equity nor the development of specialized services where needed.

Violent and serious female offenders make up a true minority in the juvenile system in Missouri. Despite their limited numbers, individually they pose the same public safety risk as male violent offenders. Treatment and intervention services for this population is as critical as those provided for male offenders. Because of their limited numbers, there are few programs for violent or serious female offenders and consequently fewer alternatives.

## **Program Activities**

1. The development of gender specific treatment services for female juvenile offenders including, but not limited to:
  - a) Vocational and life skills programming
  - b) Self esteem
  - c) Sexual abuse treatment
  - d) Mentoring
  - e) Transitional living
  - f) Health and Fitness
  - g) Day Treatment
  - h) Mental Health Services
  - i) Specialized supervision services
  - j) Specialized educational services and curriculum development
  - k) Career counseling
2. Specialized services and programming for female juvenile offenders in residential programs and detention facilities.
3. Programs and services specifically for serious and violent female offenders.

## **Objective 3 - Training and education for professionals working with female juvenile offenders.**

The wealth of information that exist for the field of juvenile delinquency is directed almost exclusively at the male offender. Much less information is readily available to professionals working with female offenders.

Professionals involved in making decisions concerning the intake, adjudication, placement and treatment of female offenders often have been exposed to far too little information specific to this population. The lack of understanding of the specialized circumstances and needs of female offenders can lead to inappropriate handling, insufficient programming and ultimately to an inequitable system of justice. Professionals at all levels of the system need to receive training on gender specific issues to limit inequalities

in handling and diminish the likelihood of sexual bias.

### **Program Activities:**

1. The development of model training programs for professionals working with female juvenile offenders, including: judges, commissioners, intake workers, juvenile officers, detention personnel, residential care staff, and other youth workers.
2. The development of educational materials designed to reduce the possibility of sexual bias in the handling of female juvenile offenders.
3. Staff development to increase competency in assessing and treating the female juvenile offender.

### **Objective 4 - Research on the female juvenile offender in Missouri and the evaluation of the effectiveness of intervention and treatment approaches.**

As has been already stated, most research in the area of juvenile delinquency has focused on the systems response to a predominantly male population. Very little, if any data exists in Missouri on what types of programs exist or are effective with female juvenile offenders. Recent data would suggest that female involvement in serious offenses is on the increase and the need for treatment alternatives for this population will be increasing. To adequately address this issue in Missouri it is important to look specifically at this population of offenders and develop an information base from which to guide program development and policy development.

### **Program Activities:**

1. Systems research on the apparent differential referral and processing of female juvenile offenders in Missouri.
2. Contractual evaluations of existing programs
3. Research to guide the design and development of new programs and/or services.

### **Budget and Program Duration:**

All projects will be for a full twelve month period unless otherwise stated and agreed to. Only single year awards will be made, but projects will be eligible for continuation grants for up to two additional years (3 year total project). No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis and it is anticipated that up to ten awards will be made. The following are anticipated expenditures for the funding years of 1995, 1996 and 1997:

#### **JJDPA Funds**

FY 95 \$ 150,000  
FY 96 \$ 150,000  
FY 97 \$ 150,000  
TOTAL \$450,000

#### **State/Local/Private Funds**

unknown

# TRAINING, TECHNICAL ASSISTANCE AND COMPLIANCE MONITORING

## Problem Statement:

The Juvenile Justice System in Missouri is comprised of forty-five juvenile divisions of the Circuit Court, State agencies including the Division of Youth Services, the Division of Family Services, the Department of Mental Health, the Department of Elementary and Secondary Education, a myriad of public and private youth service providers, and hundreds of law enforcement agencies across the State. All of these agencies, to a greater or lesser degree, provide services to delinquent youth, status offenders, and other children in need of services. Because of the structure of the system, each of these agencies operates independently of the others. No single agency has oversight responsibility for all aspects of the service delivery system for children.

At the "legal heart" of this system is the juvenile court. Even within the judicial system, each of the forty-five juvenile divisions act independently of each other with no central agency providing any type of administrative, technical or procedural guidance. Each of Missouri's forty-five juvenile divisions are left to fend for themselves in meeting the needs of the children who come before them for service. With over 75,000 referrals to the juvenile courts each year, and the wide range of problems they represent, it is imperative that services are adequately coordinated between various service providers, that practitioners are adequately trained to meet their responsibilities and that agencies can receive some technical guidance in meeting the difficult tasks before them.

Currently there are no Statewide minimum requirements for the training or continuing education of juvenile court personnel in Missouri. Beyond Supreme Court Standards for the operation of juvenile detention facilities that require introductory and minimum annual training, juvenile courts are on their own to require any level of professional development training or continuing education. This is a particularly critical issue in light of very minimal educational and job experience requirements to gain employment in the profession. At present, only the juvenile officer has to meet any mandated employment criteria.

As critical as the need for continuing educational resources, is the provision of technical assistance and information dissemination to the courts and other youth service agencies. With no central administrative authority to provide technical assistance or procedural guidance to the courts or to coordinate the exchange of information and planning activities with other agencies, the juvenile justice system faces almost certain stagnation.

It is imperative that juvenile justice agencies remain current on issues and legislation affecting their profession. This is critical to their ability to provide quality services to the youth of Missouri both procedurally and philosophically. This would mean providing information and technical assistance to all agencies involved in the system including the courts, law enforcement, and both state and private agencies.

Receipt of Juvenile Justice and Delinquency Prevention Act funds require that each state maintain a system of monitoring compliance with the Act's mandates of jail removal, sight and sound separation from adult offenders, deinstitutionalization of status offenders, and a reduction in the overrepresentation of minority youth in the system. States must monitor these requirements through a system which combines the collection of self-reported data with a process of on-sight verification and classification of both adult and

juvenile facilities. Failure to meet the numerical mandates of the Act result in the loss of a percentage or all JJDP monies in Missouri.

**Program Goals:**

To provide technical assistance, training and educational opportunities and procedural guidance to juvenile justice agencies and professionals in Missouri.

**Program Objectives and Performance Indicators:**

**Objective 1 - To provide technical assistance and procedural guidance to juvenile justice agencies in identification, development and evaluation of juvenile justice programs.**

Performance Indicators:

- a) The number of jurisdictions or agencies receiving technical assistance during the grant period.
- b) Data reflecting compliance with the Juvenile Justice and Delinquency Prevention Act provisions.

**Objective 2 - To facilitate training and educational opportunities for juvenile justice agencies in Missouri on identified issues of importance.**

Performance Indicators:

- a) Total population of youth service professionals requiring training.
- b) Number of youth service professionals receiving training or educational services for the grant period.
- c) Number of training projects initiated during the grant period.

**Objective 3 - To promote the coordinated delivery of services by agencies and facilitate the dissemination of information on issues of importance to juvenile justice professionals.**

Performance Indicators:

- a) Description of activities performed which facilitated the coordination of services within and among agencies.
- b) Number and type of agencies effected by the grant activities.

**Objective 4 - To carry out all compliance monitoring requirements of the Juvenile Justice and Delinquency Prevention Act in Missouri.**

Performance Indicators:

- a) Maintenance of all State compliance data.
- b) Completion of all Federal monitoring reports.

- c) Completion of all on-site monitoring visits.
- d) Update of Missouri's Compliance Monitoring Plan.

### **Summary of Activities Planned and Services Provided:**

**Objective 1 - Technical assistance and procedural guidance to juvenile justice agencies in identification, development and evaluation of juvenile justice programs.**

At present, no central administrative agency exists to provide technical assistance, staff support or policy guidance to agencies working in the juvenile justice system. This lack of technical support often makes it difficult for courts, youth service agencies and/or law enforcement officials to implement effective juvenile justice strategies. The continual evolution of juvenile justice programming, statutes, supreme court rules and federal compliance mandates makes it difficult for individual jurisdictions to "stay afloat" procedurally and programmatically.

Many jurisdictions find themselves unable to implement new policy recommendations or establish program improvements without staff assistance or outside expertise. Juvenile Courts and law enforcement agencies in particular feel the impact of State and Federal juvenile justice mandates without the aid of Statewide policy recommendations to aid in their implementation.

### **Program Activities**

The following is a list of eligible program activities. Additional programs will be considered if they meet the stated program objectives.

1. On-site technical assistance to juvenile courts in the identification, development and evaluation of successful juvenile justice programs.
2. Procedural guidance to juvenile courts and law enforcement agencies in meeting requirements of the JJDP Act in Missouri.
3. Information dissemination and procedural guidance and research to juvenile justice agencies and law enforcement officials.

**Objective 2 - Facilitation of training and educational resources for juvenile justice and law enforcement agencies in Missouri on identified issues of importance.**

Training opportunities for juvenile court personnel and other professionals working with youth in Missouri are limited at best. Few jurisdictions have the luxury of in-house training staff and resources sufficient to provide educational services. Many personnel working directly with youth begin employment with little or no orientation training and even fewer receive the benefits of annual updating.

Limited training budgets often make it difficult for agencies to take advantage of for-profit training programs offered in the State, while, many important training topics go unaddressed. Therefore, a critical need exists for the provision of low or no cost training programs in Missouri. Also needed is the development of educational materials and resource information for courts and law enforcement agencies in Missouri.

## **Program Activities**

The following is a list of eligible program activities. Additional programs will be considered if they meet the stated program objectives.

1. Development, presentation and promotion of minimal or no cost Statewide and regional training conferences on issues of importance identified by the State Juvenile Justice Advisory Group.
2. The development of on-going educational programs for professionals in the juvenile justice field. Education programs may be presented regionally and may be directed toward specific areas such as court personnel, law enforcement, State agencies, schools, etc.
3. The development of training curriculum for courts and agencies to use in the presentation of in-house educational programs or orientation procedures.

**Objective 3 - To promote the coordinated delivery of services by agencies and facilitate the dissemination of information on issues of importance to juvenile justice professionals and the law enforcement community.**

Inherent in Missouri's locally controlled system of juvenile services is a lack of cohesive interaction between varying jurisdictions. Juvenile Courts function independently of one another and their various approaches and philosophies exemplify that independence. This independence resembles seclusion when considering how courts interact with other types of service agencies such as law enforcement, school, State youth service systems, etc. Without the work of a central agency or organization to bring varying aspects of the system together, uniform progress and the reconciliation of problems is virtually impossible. Only through facilitated discussion between agencies and the on-going exchange of information can inherent gaps and differences be bridged.

## **Program Activities**

The following is a list of eligible program activities. Additional programs will be considered if they meet the stated program objectives.

1. The promotion of communication between and among juvenile justice service providers at the State, local and private level with the ultimate goal of improving the coordination and delivery of needed services.
2. The coordination of tasks force meetings or special topic networks and subsequent follow-up activities designed to address issues of multi-jurisdictional importance.
3. The collection and distribution of juvenile justice resource information, including exemplary programs being utilized at the national, State, and local levels.
4. To serve as a liaison between the juvenile justice community and other agencies or organizations such as law enforcement, schools, State and county youth service agencies.
5. Staff support to agencies, committees and task forces addressing issues exemplified in the provisions of the Juvenile Justice and Delinquency Prevention Act and supported by the State Juvenile Justice Advisory Group.

**Objective 4 - To carry out all compliance monitoring requirements of the Juvenile Justice and Delinquency Prevention in Missouri.**

In order to participate in the JJDP Act and receive Federal Funds, Missouri is required to show that it is in compliance with the three major provisions of the Act: 1) Jail Removal; 2) Separation of detained juveniles and adults, and 3) Non-secure placement of status offenders. Verification of compliance requires the establishment of a monitoring system which is designed to collect data relating specifically to the mandates of the Act. Data collection must be verified with on-site monitoring and non-compliant circumstances followed-up with technical assistance to assure future accordance with the law.

A comprehensive compliance monitoring system involves data collection and on-site visitation to both adult and juvenile, private and public, State and local residential facilities in Missouri. Monitoring activities also include the provision of technical assistance to jurisdictions in meeting Act requirements, training on issues effecting compliance and the on-going collection and dissemination of monitoring data.

**Program Activities**

The following is a list of eligible program activities. Additional programs will be considered if they meet the stated program objectives.

1. Maintenance of a system of data collection for all adult and juvenile detention facilities in Missouri.
2. On-site inspection of all adult and juvenile detention facilities in Missouri to verify compliance with JJDP Act provisions.
3. A system of technical assistance and information dissemination to all law enforcement agencies and juvenile courts included in the monitoring activities.
4. Training and resource development on issues relating to Missouri's compliance with the JJDP Act.

**Budget and Program Duration:**

All projects will be for a full twelve month period unless otherwise stated and agreed to. Only single year awards will be made, but projects will be eligible for continuation grants for up to two additional years (3 year total project). No minimum or maximum amounts for individual awards have been established. Funds will be made available on a statewide basis and it is anticipated that up to ten awards will be made. The following are anticipated expenditures for the funding years of 1995, 1996 and 1997:

**JJDPA Funds**

FY 95 \$ 135,000  
FY 96 \$ 135,000  
FY 97 \$ 135,000  
TOTAL \$405,000

**State/Local/Private Funds**

unknown

---

## Section 8

# PLAN FOR COMPLIANCE WITH THE JUVENILE JUSTICE and DELINQUENCY PREVENTION ACT

---

### **REMOVAL OF STATUS OFFENDERS AND NONOFFENDERS FROM SECURE DETENTION AND CORRECTIONAL FACILITIES**

Missouri's 1993 Monitoring Report indicates that the State is under the DeMinimus rate (actual rate is 1.4 violations per 100,000) for violations and thus is in full compliance with Section 223(a)(12)(A) of the JJDP Act.

Through continued monitoring of adult and juvenile detention and correctional facilities we will be assured of Compliance with both state law and federal regulations. Any change in circumstances will be promptly reported to the Office of Juvenile Justice and Delinquency Prevention. Facility detention reports and on-site reviews will be maintained and available for review.

### **SEPARATION OF JUVENILES AND INCARCERATED ADULTS**

Missouri's 1993 Monitoring Report indicates that the State is in full compliance with Section 223(a)(13) of the JJDP Act.

Through monitoring of adult and juvenile detention and correctional facilities we will be assured of continued compliance with both state law and federal regulations. Any change in circumstances will be promptly reported to the Office of Juvenile Justice and Delinquency Prevention. Facility detention reports and on-site reviews will be maintained and available for review.

### **REMOVAL OF JUVENILES FROM ADULT JAILS AND LOCKUPS**

Missouri's 1993 Monitoring Report indicates that the State is in full compliance (no violations) with Section 223(a)(14) of the JJDP Act.

Through monitoring of adult and juvenile detention and correctional facilities we will be assured of continued compliance with both state law and federal regulations. Any change in circumstances will be promptly reported to the Office of Juvenile Justice and Delinquency Prevention. Facility detention reports and on-site reviews will be maintained and available for review.

### **COMPLIANCE MONITORING**

The Missouri Department of Public Safety and the State Juvenile Justice Advisory Group contract for compliance monitoring with the Missouri Juvenile Justice Association. Monitoring activities include: 1) the collection, tabulation and retention of self reported detention information relative to the secure confinement of status offenders and the confinement of juveniles in adult detention facilities; 2) on-site monitoring of all secure juvenile detention and correctional facilities on an annual basis and the on-site inspection of all adult jails and lockups over a three year period (Metropolitan jails and lockups are visited

at least once annually); and 3) public education, training and technical assistance to juvenile and law enforcement personnel.

Missouri's Compliance Monitoring Plan has been submitted to, and approved by, the Office of Juvenile Justice and Delinquency Prevention. All information relative to the Requirements of Section 223(a)(15) of the JJDP Act are contained in that document. Any changes in the monitoring activities or to the plan itself will be promptly reported to the Office of Juvenile Justice and Delinquency Prevention.

## **REDUCING THE DISPROPORTIONATE REPRESENTATION OF MINORITY YOUTH CONFINED IN SECURE FACILITIES**

Missouri has completed both Phase I and II as required by Section 223(a)(23) of the JJDP Act and 28 CFR 31.303(j). A detailed analysis of the issue was undertaken through a grant to the University of Missouri-St. Louis. Those findings and recommendations were published in a document entitled **AN ANALYSIS OF APPARENT DISPARITIES IN THE HANDLING OF BLACK YOUTH WITHIN MISSOURI'S JUVENILE JUSTICE SYSTEM** which was submitted to the Office of Juvenile Justice and Delinquency Prevention in 1990. Missouri's plan for addressing the issues identified through research are detailed in **Section 7 Three-Year Program Plan under Minority Youth Issues**.

## **INDIAN PASS-THROUGH FUNDS**

Missouri does not have any Indian tribes that perform law enforcement functions and is not required to pass-through funds.

---

## Section 9

### ACKNOWLEDGEMENTS

---

The Missouri Department of Public Safety and the Missouri Juvenile Justice Advisory Group wish to recognize and thank the following individuals for their special assistance in the development of this document:

**Department of Public Safety**

Randy S. Thomas, Juvenile Justice Specialist

Linda Coughlin, Public Information Officer

**Juvenile Justice Advisory Group**

Kimberly L. Leonard, Ph.D., Associate Professor

Criminology & Criminal Justice

University of Missouri-St. Louis

**Missouri Juvenile Justice Association**

Karen Strope, Juvenile Justice Planner

Duane Voltmer, Compliance Monitor/Law Enforcement Training Facilitator

Jay Wood, Juvenile Justice Coordinator

**Dept. of Social Services, Data Processing**

Tana Klein, Research Associate

George Lauer, Supervisor

Sayyid Oyerinde, Research Analyst

Nancy Peterson, Research Analyst

University of Missouri - Columbia, Office of Social and Economic Data Analysis

## **Appendix A**

### **STATEWIDE JUVENILE INFORMATION SYSTEM REPORTING FORM**



## MISSOURI DEPARTMENT OF SOCIAL SERVICES

## DIVISION OF YOUTH SERVICES

## MISSOURI STATEWIDE JUVENILE INFORMATION SYSTEM

87417

1. Reporting county  1b. County of residence  1c. County allegation occurred   
 2. Reporting circuit   
 3. Juvenile's I.D. No.   
 4. Juvenile's sex  (1) Male (2) Female  
 5. Juvenile's race  (1) White (2) Black (3) Hispanic (4) American Indian (5) Oriental (8) Other  
 6. Date of birth   
 Month  Day  Year  
 7. Date of referral   
 Month  Day  Year

8. Major allegation for this referral  (See instructions.)  
 9. Total number of law violations associated with this referral   
 10. Total number of status offenses associated with this referral   
 11. Total number of prior law violations for this juvenile   
 12. Total number of prior status offenses for this juvenile   
 13. Total number of prior abuse/neglect reports for this juvenile

8b. At the time of the activity which led to this referral was this youth intoxicated or under the influence of drugs?  
 (1) No (2) Yes, alcohol (3) Yes, drugs (4) Yes, both (5) Unknown

14. Source of referral  (Choose one.)

02 School personnel 06 Public social agency  
 03 Dept. of Mental Health 07 Juvenile Court personnel  
 04 Div. of Family Services 08 Other Juvenile Court  
 05 Private social agency 09 Victim or self referral

10 Parent 14 Municipal Police  
 11 Other relative 15 Other law enforcement agency  
 (specify) \_\_\_\_\_  
 12 Highway Patrol  
 13 County Sheriff 16 Other (specify) \_\_\_\_\_

15. Was there placement in a Secure Juvenile Detention Facility for this referral?

(1) Yes  (2) No If No, proceed to 16a.

b. Was detention 24 hours or less?

(1) Yes  (2) No

c. If detention was more than 24 hours, number of days in detention for this referral

d. Was the juvenile placed in secure detention for violating a prior valid court order?

(1) Yes  (2) No Proceed to 16a.

16a. Was there Non-Secure Prehearing Placement for this referral?

(1) Yes  (2) No If No, proceed to 17.

b. Was placement 24 hours or less?

(1) Yes  (2) No

c. If placement was more than 24 hours, number of days in prehearing placement for this referral

d. Type of facility   
 (1) Foster home (2) Group foster home  
 (3) Group home (4) Institution/facility  
 (5) Relative (6) Other (specify) \_\_\_\_\_

e. Operator of facility   
 (1) DFS (2) DMH (3) Juvenile Court  
 (4) City/county government (5) Private agency  
 (6) Relative (7) Other (specify) \_\_\_\_\_

17. Date of disposition for this referral   
 Month  Day  Year

18. Choose from one of the codes listed below to describe the Finding/Outcome for this referral

(If code "01" is used, answer 19a. If either code "02" or "08" is used, answer 19b with a "2" as one of three possible choices. If either code "10" or "11" is used, specify county or agency.)

01 Allegation found true (with petition) and juvenile receives out-of-home placement (Designate placement below in question 19a.)	07 Informal adjustment without supervision
02 Allegation found true (with petition) and juvenile receives in-home services (Designate "2" as one possible choice in question 19b.)	08 Informal adjustment with supervision (Designate "2" as one possible choice in question 19b.)
03 Allegation found true (with petition) and juvenile receives no services	09 Informal adjustment, no action
04 Allegation found not true (with petition)	10 Transfer to other Juvenile Court with county number <input type="text"/> (See instructions)
05 Sustain motion to dismiss (with petition)	11 Transfer to other agency <input type="text"/> (Use agency codes 3, 4, 5, 7, 8, 9 listed under question 19.)
06 Sustain motion to dismiss for certification (with petition)	12 Referral rejected

19a. Type of out-of-home placement received

(Choose one listed below from codes 1, 3, 4, 5, 6, 7, 8, 9)

1 Court Residential Care Services  
 2 Probation/Supervision by court personnel  
 3 Department of Mental Health

4 Div. of Family Services  
 5 Div. of Youth Services  
 6 Relative

19b. Type of in-home services received

(Choose up to three listed below from codes 2, 3, 4, 5, 7, 8, 9)

7 Private agency (specify) \_\_\_\_\_  
 8 Public agency (specify) \_\_\_\_\_  
 9 Other (specify) \_\_\_\_\_

20. NAME OF PERSON COMPLETING THIS FORM

SEND COMPLETED FORMS TO: RESEARCH & EVALUATION, DEPARTMENT OF SOCIAL SERVICES, P.O. BOX 1527, JEFFERSON CITY, MISSOURI 65102. IF YOU WANT A COPY OF THE INSTRUCTIONS OR HAVE ANY QUESTIONS, WRITE TO ADDRESS ABOVE OR CALL (314) 751-5668.

## **Appendix B**

### **PERCENT OF ALL JUVENILE COURT REFERRALS PROCESSED FORMALLY BY CIRCUIT 1990 & 1992**

**PERCENT OF ALL JUVENILE COURT REFERRALS PROCESSED  
FORMALLY BY CIRCUIT**

**1990**

CIRCUIT	TOTAL # CASES	% FORMAL	CIRCUIT	TOTAL # CASES	% FORMAL
1	292	11%	23	1,353	30%
2	369	27%	24	1,978	13%
3	204	29%	25	1,013	17%
4	526	19%	26	779	12%
5	1,374	17%	27	696	12%
6	406	11%	28	222	42%
7	1,180	5%	29	681	45%
8	410	17%	30	409	7%
9	155	23%	31	1,884	22%
10	897	22%	32	1,144	18%
11	2,740	10%	33	1,089	20%
12	722	12%	34	844	19%
13	2,334	14%	35	983	22%
14	354	30%	36	348	6%
15	802	17%	37	541	12%
16	9,334	38	38	412	37%
17	1,060	16%	39	652	10%
18	541	14%	40	730	37%
19	1,174	30%	41	550	8%
20	807	13%	42	484	11%
21	14,959	25%	43	764	15%
22	10,603	29%	44	271	31%
<b>STATWIDE TOTAL OF ALL REFERRALS FORMALLY PROCESSED = 69,050 (24%)</b>					

**PERCENT OF ALL JUVENILE COURT REFERRALS PROCESSED  
FORMALLY BY CIRCUIT**

**1992**

CIRCUIT	TOTAL # CASES	% FORMAL	CIRCUIT	TOTAL # CASES	% FORMAL
1	300	11%	24	1,885	13%
2	521	40%	25	1,211	16%
3	199	30%	26	979	13%
4	543	13%	27	634	7%
5	1,547	19%	28	491	22%
6	442	16%	29	519	17%
7	1,327	17%	30	459	9%
8	528	12%	31	2,310	16%
9	209	18%	32	1,313	11%
10	802	17%	33	928	22%
11	2,606	14%	34	658	12%
12	768	15%	35	679	14%
13	2,941	17%	36	594	9%
14	501	31%	37	627	16%
15	695	16%	38	677	25%
16	8,973	39%	39	865	12%
17	1,421	13%	40	518	27%
18	726	7%	41	803	11%
19	367	28%	42	692	16%
20	1,063	8%	43	490	24%
21	16,279	24%	44	195	46%
22	10,530	26%	45	406	28%
23	1,672	27%			
<b>STATWIDE TOTAL OF ALL REFERRALS FORMALLY PROCESSED = 73,393 (23%)</b>					

## **Appendix C**

### **COUNTY BY COUNTY POPULATION PROJECTION FOR YEAR 2000**

**POPULATION PROJECTIONS FOR THE YEAR 2000**

COUNTY	14 & UNDER	15 - 19	COUNTY	14 & UNDER	15 - 19	COUNTY	14 & UNDER	15 - 19
ADAIR	3817	2652	NODAWAY	3617	2251	PETTIS	7819	2634
ANDREW	4062	1115	GREENE	37754	17402	PIKE	3551	973
ATCHISON	1242	553	GRUNDY	1363	469	PLATTE	14906	3586
AUDRAIN	4539	1699	HARRISON	1472	588	POLK	3316	1537
BARRY	5600	2274	HENRY	4496	1121	PULASKI	9570	10707
BARTON	2940	992	HICKORY	1385	497	PUTNAM	615	231
BATES	2986	1204	HOLT	1143	301	RALLS	1933	711
BENTON	1773	685	HOWARD	1855	946	RANDOLPH	6244	2137
BOLLINGER	2319	773	HOWELL	6588	2426	RAY	5134	1589
BOONE	15203	11145	IRON	1886	601	REYNOLDS	1266	349
BUCHANAN	16478	5725	JACKSON	126000	45424	RIPLEY	2081	742
BUTLER	7142	2556	JASPER	19072	6718	SALINE	4735	1652
CALDWELL	1353	446	JEFFERSON	51415	14256	SCHUYLER	787	232
CALLAWAY	5458	2195	JOHNSON	6070	4897	SCOTLAND	1057	330
CAMDEN	6093	2342	KNOX	704	199	SCOTT	9186	2979
CAPE GIRARDEAU	11246	5614	LACLEDE	6168	2100	SHANNON	1290	557
CARROLL	1753	585	LAFAYETTE	5081	1990	SHELBY	1211	450
CARTER	1107	675	LAWRENCE	7156	2541	ST. CHARLES	60252	17371
CASS	14570	4787	LEWIS	1758	788	ST. CLAIR	1309	558
CEDAR	1302	592	LINCOLN	7814	2364	ST. FRANCOIS	9633	3502
CHARITON	1924	662	LINN	2425	960	ST. LOUIS	206000	64821
CHRISTIAN	6457	1956	LIVINGSTON	2721	888	ST. LOUIS CIT	78056	31308
CLARK	1144	401	MACON	3265	1049	STE. GENEVIE	3375	1065
CLAY	29701	9992	MADISON	2090	740	STODDARD	5304	1849
CLINTON	3657	1382	MARIES	1358	531	STONE	3575	849
COLE	13757	4322	MARION	5675	2176	SULLIVAN	1175	415
COOPER	3731	1379	MCDONALD	2830	1072	TANEY	5199	2457
CRAWFORD	4400	1360	MERCER	570	239	TEXAS	5326	1721
DADE	1280	489	MILLER	5501	1942	VERNON	3544	1288
DALLAS	3007	968	MISSISSIPPI	3323	1111	WARREN	5194	1800
DAVIESS	1441	547	MONITEAU	3040	1251	WASHINGTON	4583	1681
DE KALB	1487	537	MONROE	1910	609	WAYNE	2123	737
DENT	2231	866	MONTGOMER	2091	739	WEBSTER	6337	1656
DOUGLAS	2994	1019	MORGAN	2930	968	WORTH	360	102
DUNKLIN	6197	2152	OREGON	1603	552	WRIGHT	3748	1380
FRANKLIN	20562	6977	OSAGE	2946	855			
GASCONADE	2272	987	OZARK	1536	510			
NEW MADRID	5314	1644	PEMISCOT	5483	1807			
NEWTON	9478	3733	PERRY	3679	1464			

## **Appendix D**

### **MISSOURI DIVISION OF YOUTH SERVICES COMMITMENT DATA**

## Committing Offenses by Sex Fiscal Year 1993

### Offenses Against People

<u>Offense</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Offense</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
Involuntary Manslaughter	4	1	5	Assault Felony-Other	4	0	4
Rape	5	0	5	Assault Misd Other	6	1	7
Sexual Assault 1	0	1	1	Sexual Abuse 1st Degree	2	1	3
Sexual Assault 2	1	0	1	Sexual Abuse 2nd Degree	2	0	2
Sodomy	11	0	11	Sexual Abuse 3rd Degree	2	0	2
Deviate Sexual Assault with weapon	1	0	1	Sex Offenses-Fel.-Other	1	0	1
Deviate Sexual Assault 1st 1	0		1	Sex Offenses-Misd	1	0	1
Sexual Assault-Other	2	0	2	Endanger Child's Welfare 2nd Degree	1	0	1
Robbery 1st Degree	17	1	18	Endanger Child's Welfare in ritual 1st Degree	1	0	1
Robbery 2nd Degree	14	0	14	Tampering w/Vic or Witnes	1	0	1
Robbery-Felony-Other	1	0	1	Armed Criminal Action	4	0	4
Assault 1st Degree D & D	2	0	2	Assault 2nd Degree	12	6	18
Assault 1st Degree Injury	5	1	6	Carrying Concealed Wpn	7	0	7
Assault 1st Degree	17	1	18	Weapon Felony Other	8	0	8
Assault 3rd Degree Physical Injury	11	0	11	Flourish Dangr/Deadly Weapon	1	0	1
Assault 3rd Degree	61	10	71				
Assault Law Enforcement Officer 3rd Degree	1	0	1				

**Total Offenses Against People 230**

### Miscellaneous Law Offenses

<u>Offense</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Offense</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
Felonious Restraint	1	0	1	Impersonate Law Enforcement Officer	1	0	1
Sexual Misconduct	1	0	1	Obstruct Judicial Process	3	1	4
Family Offenses Misd Othr	6	2	8	Probation Violation	53	8	61
Making False Report	2	0	2	No Driver's License	2	0	2
Resisting Arrest Misd	2	0	2	Vehicle Registration	1	0	1
Resisting Arrest Fel	2	0	2	Violation/Probation/Supvr	3	1	4
Flight/Escape Custody	4	0	4				

**Total Miscellaneous Law Offenses 93**

## Committing Offenses by Sex Fiscal Year 1993

### Property Offenses

<u>Offense</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Offense</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
Burglary 1st Degree	21	0	21	Property Damage 2nd De	17	1	18
Burglary 2nd Degree	101	4	105	Property Damage Felony	2	0	2
Burglary Other	4	1	5	Property Damage Misd	2	0	2
Stealing	59	3	62	Trespass 1st Degree	3	1	4
Stealing Motor Vehicle	28	3	31	Trespass 2nd Degree	5	0	5
Stealing Misdemeanor	61	11	72	Receiving Stolen	1	0	1
Stealing 3rd Offense Fel	1	0	1	Property Over \$150			
Arson 1st Degree	2	0	2	Receiving Stolen Property	6	0	6
Arson 2nd Degree	5	0	5	Shooting into Building	18	1	19
Knwngly Burn or Explode	1	0	1	Unlawful Use of Wpn Misd	8	0	8
Forgery	4	0	4	Unlawful Transfer Weapon	1	1	2
Forgery Felony Other	0	1	1	Unlawful Transfer of	2	0	2
Forgery Misd Other	1	0	1	Concealable Weapon			
Pass Bad Chk Under \$150	0	1	1	Viol. Cntrld. Substance	6	0	6
Fraud Use Credit Dev Misd	1	0	1	Sell			
Fraud-Fel-Other	0	1	1	Viol. Cntrld. Substance	38	2	40
Fraud-Misd-Other	0	1	1	Possession			
Tampering 1st Degree	47	6	53	Viol. Cntrld. Substance	2	0	2
Tampering 2nd Degree	11	1	12	Distribute			
with Utility-2nd Offense				Viol. Cntrld. Substance	1	0	1
Tampering 2nd Degree	11	0	11	Unauthorized Sale			
Property Damage 1st Deg	3	0	3	Dangerous Drugs Misd	7	0	7

**Total Property Offenses 519**

### Status/Administrative and Other Offenses

<u>Offense</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Offense</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
Truant	14	1	15	Relief of Custody	1	0	1
Disobedient Child	11	3	14	Violation of Probation RVI	18	8	26
Absent From Home	54	23	77	Capias	2	0	2
Behavior Injurious to	9	3	12	Curfew	5	0	5
Self or Others							

**Total Status/Administrative and Other Offenses 152**

### Commitments by Circuit and County Fiscal Year 1993

<u>Circuit</u>	<u>County</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Circuit</u>	<u>County</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
Circuit #1	Clark	0	1	1	Circuit #15	Lafayette	2	0	2
	Schuyler	0	0	0		Saline	8	1	9
	Scotland	0	0	0		Subtotal	10	1	11
	Subtotal	0	1	1		Jackson	79	10	89
Circuit #2	Adair	4	0	4	Circuit #16	Cass	2	2	4
	Knox	0	0	0		Johnson	1	0	1
	Lewis	3	0	3		Subtotal	3	2	5
	Subtotal	7	0	7		Cooper	2	0	2
Circuit #3	Grundy	1	0	1	Circuit #18	Pettis	9	0	9
	Harrison	0	0	0		Subtotal	11	0	11
	Putnam	0	0	0		Cole	6	2	8
	Subtotal	1	0	1		Franklin	7	0	7
Circuit #4	Atchison	0	0	0	Circuit #19	Gasconade	0	0	0
	Gentry	0	0	0		Subtotal	7	0	7
	Holt	1	0	1		St Louis County	95	3	98
	Nodaway	0	0	0		St Louis City	155	13	168
Circuit #5	Worth	0	0	0	Circuit #20	Jefferson	33	3	36
	Subtotal	1	0	1		Madison	4	0	4
	Andrew	0	0	0		St Francois	12	1	13
	Buchanan	8	3	11		Ste Genevieve	0	1	1
Circuit #6	Subtotal	8	3	11	Circuit #21	Washington	4	0	4
	Platte	3	0	3		Subtotal	20	2	22
	Clay	34	11	45		Maries	2	0	2
	Subtotal	8	3	11		Phelps	2	0	2
Circuit #7	Carroll	2	0	2	Circuit #22	Pulaski	3	1	4
	Ray	8	0	8		Texas	5	1	6
	Subtotal	10	0	10		Subtotal	12	2	14
	Chariton	0	0	0		Camden	2	1	3
Circuit #8	Linn	0	0	0	Circuit #23	Laclede	6	1	7
	Sullivan	0	0	0		Miller	8	1	9
	Subtotal	0	0	0		Moniteau	3	3	6
	Marion	6	0	6		Morgan	1	0	1
Circuit #9	Monroe	0	0	0	Circuit #24	Subtotal	20	6	26
	Ralls	1	0	1		Bates	2	1	3
	Subtotal	7	0	7		Henry	2	1	3
	St Charles	36	5	41		St.Clair	0	0	0
Circuit #10	Audrain	3	2	5		Subtotal	4	2	6
	Montgomery	2	0	2	Circuit #25	Barton	1	0	1
	Warren	2	0	2		Cedar	0	0	0
	Subtotal	7	2	9		Dade	0	0	0
Circuit #11	Boone	28	2	30		Vernon	4	0	4
	Callaway	4	0	4		Subtotal	5	0	5
	Subtotal	32	2	34		Jasper	19	4	23
	Howard	0	0	0					
Circuit #12	Randolph	3	1	4					
	Subtotal	3	1	4					

### Commitments by Circuit and County Fiscal Year 1993

<u>Circuit</u>	<u>County</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Circuit</u>	<u>County</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
Circuit #30	Benton	0	0	0	Circuit #39	Barry	4	2	6
	Dallas	0	0	0		Lawrence	4	0	4
	Hickory	0	0	0		Stone	5	0	5
	Polk	4	0	4		Subtotal	13	2	15
	Webster	2	0	2		McDonald	7	2	9
	Subtotal	6	0	6		Newton	15	2	17
Circuit #31	Greene	71	16	87	Circuit #40	Subtotal	22	4	26
Circuit #32	Bollinger	0	0	0		Macon	1	0	1
	Cape Girardeau	11	2	13		Shelby	0	0	0
	Perry	4	0	4		Subtotal	1	0	1
	Subtotal	15	2	17		Crawford	4	0	4
Circuit #33	Mississippi	11	3	14		Dent	3	0	3
	Scott	15	1	16	Circuit #42	Iron	2	0	2
	Subtotal	26	4	30		Reynolds	0	0	0
Circuit #34	New Madrid	7	1	8		Wayne	3	0	3
	Pemiscot	15	0	15		Subtotal	12	0	12
	Subtotal	22	1	23		Caldwell	1	0	1
Circuit #35	Dunklin	20	1	21		Clinton	4	0	4
	Stoddard	4	0	4	Circuit #43	Daviess	0	0	0
	Subtotal	24	1	25		De Kalb	0	0	0
Circuit #36	Butler	3	3	6		Livingston	0	0	0
	Ripley	1	0	1		Subtotal	5	0	5
	Subtotal	4	3	7		Douglas	1	1	2
Circuit #37	Carter	1	0	1		Ozark	3	0	3
	Howell	2	0	2	Circuit #44	Wright	6	0	6
	Oregon	1	0	1		Subtotal	10	1	11
	Shannon	0	0	0		Lincoln	6	1	7
	Subtotal	4	0	4		Pike	7	0	7
Circuit #38	Christian	4	1	5		Subtotal	13	1	14
	Taney	7	3	10					
	Subtotal	11	4	15					
					Total		887	114	1001

### Facility Utilization Fiscal Year 1993

Facility	Number of Beds	Youth Exiting Facility During FY93	Number of Youth in Facility on 6/30/93	Total Youth Served in Facility During FY93
Camp Avery	30	71	26	97
Babler Lodge	20	39	28	67
Bissell Hall	20	0	19	19
Delmina Woods	20	38	19	57
Fort Bellefontaine	20	66	23	89
Sierra Osage	20	12	21	33
Spanish Lake	20	22	19	41
Twin Rivers	20	13	23	36
Watkins Mill	30	56	32	88
Group Home #1	10	21	14	35
Summit House	10	20	11	31
Wilson Creek	10	31	11	42
Lewis & Clark	10	23	11	34
Group Home #14	10	19	10	29
Community Learning Center	10	11	9	20
Girardot Center for Youth & Families	20	46	17	63
NE Community Treatment Center	10	24	12	36
Green Gables	10	71	0	71
NW Regional Youth Center	30	48	40	88
Special Treatment Unit	18	22	18	40
Hogan Street	30	64	29	93
Sears Youth Center	54	128	57	185
Waverly	30	65	30	95
<b>Total</b>	<b>462</b>	<b>910</b>	<b>479</b>	<b>1,389</b>

